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ABSTRACT

Based on actual experiences of 150 collaborative councils (including work-education and industry-education-labor councils), this handbook presents issues, questions, and examples that should be considered by anyone initiating collaboration between education organizations and the private sector. Chapter 1 overviews some community problem-solving that involves collaborative councils in action. Chapter 2 describes a collaborative council, what it does, and how it relates to other community organizations. Appropriate leadership is the focus of chapter 3. In chapter 4 motivators for involvement in collaboration are discussed for the various sectors. Topics covered in chapter 5 on council organization include issues to be addressed, approaches in addressing goals and objectives, size of area to be served, structure, incorporation, and need for a paid staff. Chapter 6 discusses funding sources and fundraising responsibility. Suggestions for sustaining involvement are provided in chapter 7. Chapter 8, a special chapter for rural councils, addresses common problems and solutions. Chapter 9 focuses on self-evaluation and contains some basic questions. Appendixes include sample profiles of seven local collaborative councils, list of handbooks and related resources, funding information sources, national resource organizations, and list of newsletters. (YLB)

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INDUSTRY-EDUCATION-LABOR-COLLABORATION

An Action Guide for Collaborative Councils

by Max Elsman
and the National Institute for Work and Learning

Industry-Education-Labor Collaboration Project
Center for Education and Work
National Institute for Work and Learning
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Max and Gerry Gold, director of the Industry-Education-Labor Collaboration Project, are deeply indebted to the hundreds of council directors and members with whom we talked and corresponded during a two-year effort. Their generosity and enthusiasm embodied the concept of collaboration which we and they espouse. Most importantly, they are carrying out in their communities activities that we, as researchers, can only describe. Our hope is that they will welcome, use, and commend this volume as a worthy companion for practitioners of industry-education-labor collaboration.

Also, the handbook benefitted from the experiences of other organizations and authors who have prepared handbooks for collaborative councils and related activities. These are referenced in Appendix B.

The Panel of Experts, named on the inside back cover, provided invaluable suggestions on style and content, which we have tried to incorporate.

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All this said, the author and the project director reserve to themselves the responsibility for the final product.

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THE HANDBOOK, THE PROJECT, THE POLICY ISSUES

This handbook, its text written almost entirely by Max Elsman, is one of four major products of the Industry-Education-Labor Collaboration Project of the Center for Education and Work at the National Institute for Work and Learning. The project and its publications are designed to respond to increasing nationwide interest in collaborative councils and to support the policy and planning needs of the U.S. Department of Education's Office of Vocational and Adult Education, the project's sponsor.

The project's publications are:

- This handbook on collaborative councils
- An annotated review of the literature of collaborative councils
- A state-by-state directory of collaborative councils
- A state-of-the-art report on industry-education-labor collaboration and collaborative councils

These publications are based in large part on the experiences of the over 50 councils whose profiles can be found in the directory. We also took in-depth looks at about 20 of those councils.

Neither that directory nor this handbook could have been compiled just five years ago when only a few of these organizations would have existed. That they exist and thrive now is a tangible sign of a new wave of enthusiasm for business and labor cooperation and alliances with education institutions throughout the nation. Those few councils whose histories go back as far as 1947 were pioneers indeed.

A POLICY PERSPECTIVE ON LOCAL COUNCILS

Local collaborative councils linking industry, labor and education would deserve special attention if only because they are demonstrating anew the community-level leadership that is essential to create and establish a new national consensus about the purposes and functions of public education. But they deserve attention also because many of these councils are looking at the purposes, functions, and capabilities of other community education, training, and employment institutions as well.

These councils are beginning to help their communities sort out the various needs, resources, and responsibilities related to the broad education and preparation of young people and adults for work and citizenship. In so doing, they touch of necessity on the ways schools, employers, unions, universities, government, and community organizations of many types work together on many different education and training problems. As we try to sort out these needs, issues, resources, and solutions, "collaboration" has been used as one of those key terms which speak to solutions, to a better way of getting on with the work of a complex society.

Increasingly, national policy makers in government and the private sector are looking to community leaders to share responsibility for more effective problem identification, problem solving, and allocation of scarce resources. Should these responsibilities be mandated by federal or state law and regulation? Or must grassroots initiative provide its own legitimacy and ownership? What are the prospects for sustained cooperation among diverse local interest groups? Are there non-directive yet effective ways that federal and state governments can assist new collaborative mechanisms to emerge? Or can we expect that local institutions with strongly felt needs will develop appropriate mechanisms on their own? Should collaborative mechanisms be used to initiate and operate direct services? Or should they aim to improve information and planning activities, leaving direct services to more traditional and established organizations? What are the funding needs of collaborative councils and similar mechanisms, and how should those needs be judged and provided for?

Some tentative answers to these questions may be found in an emerging literature.* But whether the current emphasis on local collaborative solutions to complex problems will bear fruit in effective education, training, employment, and economic development practices is posed more as a hopeful question (with some supportive evidence) than as a confirmed answer in this literature. The techniques are still young and being developed.

Far clearer is the consensus that fragmented, institutionally unilateral approaches to youth education, training, socialization, and transition services have proven inadequate. The perspective in this handbook originates in the principles that 1) national problem solving requires community-level participation, 2) community participation requires effective processes to create shared understanding, shared responsibility, shared resources, and shared benefits, and 3) the participants in these processes should include a wide range of community leaders: employers, workers, educators, students, government officials, community organizers, and volunteers.

*National Institute for Work and Learning. ***Industry-Education-Labor Collaboration: The Literature of Collaborative Councils.*** Washington, D.C.: author, 1981

The emphasis is on *institutional* responsibility. Mindful that institutions are only as motivated as the individuals who represent them, we assume that people acting as motivated institutional leaders carry far more clout and promise of sustained impact than if they act solely as individuals.

The literature, in a phrase, puts its hopes in local "movers and shakers." But, who will hold these people accountable? Here the assumption seems to be that pluralism of interests and leader-constituent relationships within American communities are sufficiently vital to permit collaboration without collusion, without real danger to the integrity of education and work institutions. The validity of this assumption must be the central question being tested by the collaboration "movement" of the 1980s.

HISTORICAL CONTEXT FOR EDUCATION, BUSINESS, AND LABOR COLLABORATION

Many strands of American history have contributed to the concept and practice of community collaboration joining the institutions of education, business/industry, labor, government, and community. The literature portrays cycles of attraction and rejection in the history of business-education-labor relationships.

The first vocational education legislation, the Smith-Hughes Act of 1917, remains a rare and edifying example of how thoughtful and sustained coalition-building brought together diverse sets of interests to form a common purpose which served those individual interests and, through them, the national welfare. The National Society for the Promotion of Industrial Education (now the American Vocational Association) organized the most progressive coalition ever to sponsor a piece of national education legislation. That coalition included: leading educators, the National Association of Manufacturers, the American Federation of Labor, the National Association for the Advancement of Colored People, women's groups, the Chamber of Commerce of the United States, the YMCA, the American Association for the Advancement of Science, American Indian leadership, and thousands of leading citizens concerned about the preparation of young people for an increasingly technological workplace and about the ability of the nation to compete in world markets.

These same concerns gave life about the same time to the profession of vocational guidance and the cooperative education movement. Underlying all was the deep-seated American belief (conceptualized most clearly by John Dewey) that:

> The school must represent present life — life as real and vital to the child as that which he carries on in the home, in the neighborhood, or on the playground . . . the best and deepest moral training is precisely that which one gets through having to enter into proper relations with others in a unity of work and thought. (from Dewey, *My Pedagogic Creed*, 1897)

The modern literature of industry-education-labor collaboration, and of collaborative councils, applies these essential values and themes within a contemporary context. The context itself derives from a sense that the individual's need for unity of work and thought is matched by the educational institution's need for community support in providing meaningful educational experiences for students, and by the work institution's need for skilled, motivated, understanding adults.

The launching and orbiting of the Soviet Union's Sputnik in October 1957, also launched another generation of converging interests between education and work institutions. The factors of foreign competition and a new technological era were again foremost in the public mind. The National Defense Education Act of 1958, the Vocational Education Act of 1963, the Elementary and Secondary Education Act of 1965, and the Higher Education Act of 1965 are visible reminders of a veritable explosion of concern for the status of technical and basic skills education in the United States.

Collaborative planning and lobbying brought this legislation into existence, with education associations and industry associations taking the lead. Additionally, many of the education departments of national trade associations date from this period. Finally, it was this cycle of legislation, particularly the Vocational Education Act of 1963, with its amendments of 1968, which established the policy of involving the private sector (particularly employers) in education planning, program development, and monitoring. The mechanisms used to implement this policy were vocational education advisory councils at the national, state, and local levels.

As in the past, foreign competition and technological innovation are today factors favoring investment in education and a greater role for the private sector in supporting and implementing new programs. As in the past, new technologies carry both the promise of greater employment in new economic arenas and the threat of increased unemployment in old ones. As in the past, the unemployability of young people without adequate basic and technical skills shames the nation as an underused resource and as a potential threat to public safety. Once again the connections between education, employment, and economic and human development are being revealed and tested.

OUR APPROACH TO COUNCIL FORMATION

Collaborative councils working with schools and colleges have three basic themes in common. First, they are incredibly diverse in style and tend to be very conscious of the nuances of "what works" in their communities. Second, the active members share a deep concern for the future of education institutions and the future educational and vocational opportunities of America's young people and adults. They assume, as did the founders of public education a century ago, that America's economic strength and political cohesiveness depend in great measure on the quality of learning experiences made available to all citizens. Thirdly, one finds increasingly a broad recognition of the concepts of career development, implying a conviction that learning and work reinforce each other as the individual gains experience and maturity over the course of life.

This handbook seeks to be true to each of these three themes, with particular respect for diversity and the sense of ownership that local initiative creates. This is not a cookbook defining a rigid set of instructions, or a fixed set of ingredients for industry-education-labor collaboration. Rather, this is a framework or guide for effective action.

This handbook should be a useful guide for anyone wanting to build collaborative relationships in a community, or to improve what already exists. In some communities, the climate may be more favorable to informal collaborative ventures than to a formal council. In either case, this guide suggests steps that can make the building of collaborative partnerships a smoother process, and help assure that those partnerships make a positive difference in the community.

Instead of the cookbook approach we present issues and questions and examples which should be carefully considered by anyone initiating collaboration between education organizations and the private sector. Our special focus is on collaborative councils as effective mechanisms.

No book can match direct contact with practitioners as a source of learning in preparation for action. Hearing out several points of view is an invaluable aid in developing a practical strategy that fits the unique conditions of your own community.

Serious readers are advised to move beyond this handbook and to contact directly some of the practitioners who are making collaborative councils work. This book will have far more meaning and be far more useful with real people and real councils in mind. Appendix A contains seven of the 157 profiles from the I-E-L Project's *A Directory of Collaborative Councils* as a small sampling of the diversity that exists among councils across the nation. Appendix B refers readers to a few other handbooks and publications in which other points of view and information can be found.

Finally, we look to improvements in the usefulness of this book. Readers with suggestions and criticisms are wholeheartedly invited to pass their comments along to the project director.

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Director
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and Learning

1

COMMUNITY PROBLEM-SOLVING IN ACTION

- Why can't many high school and even college graduates spell, write, compute, speak, and think clearly and accurately?

- Why do so many people — young and adult — seem to feel that the world owes them not just a job, but a good living regardless of the level of their own ability and effort? Why do so many other young people seem to start off bored and unsure of themselves?

- Why does it seem so hard for many young persons to find jobs that offer real opportunities for career development? Why don't adults take kids seriously?

- Why do so many employers complain about the alleged failing of the work ethic at the same time that a greater portion of the population — especially greater for women — work than ever before, and surveys consistently show that people want to work and want to be proud of their work?

- Why do many skilled and well-paying jobs like machinists and tool and die makers go begging year after year while unemployment rates are high?

- Why is it so hard for those *other* people to understand what my organization wants from their organization? And why does it take so long for them to change after we tell them what they are doing wrong?

- We have advisory committees, agency boards of directors, and interagency committees — and their work is useful — but why don't these problems get solved?

The relationships between education and work are complex, affecting all of us, not just the individuals who leave schools and colleges for jobs. Schools and colleges try to teach as best they can. But why should they feel responsible for a student's life off campus or after graduation? Employers provide work and unions protect employee rights. But why — aside from paying taxes — should they feel responsible for a worker's education or for the education and training of a worker's child? And even if they *felt* responsible, what could any of them do that wouldn't look like meddling in someone else's turf?

Scattered across the nation today are many outstanding examples of collaborative efforts tackling these questions. Many of these examples occur because one person — whether mayor, or chief executive, or labor union president, or superintendent, or any other citizen — took an interest and made a difference.

This handbook is about larger forces, forces that benefit from those personal motivations, but which grow out of the vested interests of all community leaders to seek changes in the ways we educate, train, motivate, and employ young people and adults.

- In rural Gratiot County, Michigan, a community leadership group with a proven track record gets pulled into many activities. In addition to its central mission of assisting teachers in curriculum development and building an amazingly large network of "community resources," the Mid-Michigan Community Action Council operates a Temporary Odd-Jobs Employment Service (Project TOES), coordinates Business-School Dialogs for students and Career Guidance Institutes for teachers and counselors, participates in the Grand Rapids Area Employment and Training Consortium, helps develop the Gratiot Overall Economic Development Plan, and works with area Chambers of Commerce and Private Industry Councils on employment-related projects serving youth and adults.

- Each summer about 30 teachers and counselors in the tri-county Charleston, South Carolina area earn graduate credit for an intensive classroom and work experience program that has them analyze their own attitudes toward and knowledge of entry level employment. Also in Charleston, employers, city government agencies, and school officials are successfully planning a project to place

eighth grade students in experiential learning opportunities with public and private sector employers. Both schools and the local CETA office have come to rely on an employer-educator task force for constructive assessments of the CETA-In-School Program. These and other initiatives are happening because the Trident Work-Education Council is there.

- In cities like Memphis, Atlanta, Baltimore, Chicago, and Dallas business executives are assisting schools to update their management practices in public relations, transportation, financial management, computer operations, and personnel performance appraisal, as well as helping schools cope with desegregation, and actively engaging in curriculum revitalization efforts.

- Several collaborative councils work on different aspects of the enormous problems facing youth in Detroit and its suburbs. New Detroit, an affiliate of the National Urban Coalition, has for 14 years been an advocate and catalyst for social and economic change in housing, employment, education, public safty, and other areas of community life. The Business-Education Alliance, another non-profit organization supported by Detroit business contributions, has for 30 years emphasized business awareness, economic education, and women and minority role modeling programs.

- In the suburbs, two regional work-education councils serve communities in Wayne and Macomb Counties. These councils have helped implement the Michigan Occupational Information System locally; designed career transition workshops for pink-slipped teachers; sponsored seminars on education-economic development linkages and quality of worklife issues; brought teachers, unions, and employers together to design career education curricula, and assisted other groups to improve the accessibility of vocational education and CETA-sponsored skill training programs. The councils have been leaders in helping the state of Michigan to implement regional collaborative councils statewide.

- In Oakland, California the Community Careers Council is co-sponsored by Peralta Community College and the New Oakland Committee (itself a multisector coalition of the city's top leaders). The Council developed the area's first directory of agencies providing career development services, operates an employer-youth clearinghouse and a number of volunteer and community-based

career counseling projects, and acts as a catalyst to fill gaps in services to youth. The Council thus acts as a kind of intelligence agency on youth transition problems for the Committee, the College, and the community at large.

- Also in California, the blue-ribbon membership of the Industry Education Council of California (IECC) in Burlingame oversees a network of 20 local industry-education councils and a variety of IECC-initiated projects, most of them implemented through the local councils. Among its activities, the IECC arranges for loaned executives to help with magnet school implementation and acts as a state-level resource broker for a model project coordinating multi-agency education and training services for the handicapped in one of the local council communities.

- In Worcester, Massachusetts, youth in public schools, vocational schools, CETA and other training programs, court referral programs, Girls Club Career Awareness programs, and other local programs will be guided by personnel at each of these agencies to document their life experiences in a concise, attractive format that will help employers (and the youth themselves) to recognize the skills and maturity these youths have demonstrated both in school and out of school. The Worcester Area Career Education Consortium designed the project with the advice of large and small employers, educators, counselors, and youth-service agency personnel. Similar projects are happening in Lexington, Kentucky and Santa Clara County, California. The Worcester council, building on the pioneer work of the Institute for Public Affairs Research in Portland, Oregon also operates a clearinghouse for student and out-of-school youth contacts with employers and community service organizations.

- Sponsoring conferences to promote career, cooperative, and vocational education, facilitating an adopt-a-school program, developing teacher internships in businesses, and arranging career seminars for students are routine responsibilities of the Arizona Business-Industry-Education Council in Phoenix. Similarly the Industrial Information Institute in Youngstown, Ohio, conducts twenty programs orienting teachers, students, and clergy to the theory and practices of business operations.

- The Niagara Frontier Industry-Education Council provides similar programs for students, teachers, and counselors in the suburbs of Buffalo, New York. The Council also developed an Occupational Information Center and annually distributes over 12,000 copies of a Career Planning Guide with information on agencies and occupations in the Buffalo metropolitan area.

- In East Peoria, Illinois, the Tri-County Industry-Education-Labor Council manages career fairs and mini-career days for area school districts and has developed a variety of inservice training programs for teachers and youth service agency staff. With the region's community college, the Council operates a computer-assisted career guidance program for in-school and out-of-school youth. Over 60,000 requests from 136 schools and 24 community agencies were processed during the first three years of this "Career Spectrum" program.

These diverse examples have one thing in common: all are products of local collaborative councils. Collaborative councils are "neutral turfs" where community needs, resources, and strategies can be discussed and acted upon by community and state leaders.

These local and state-level partnerships are responding to a growing conviction that helping young people and adults to learn about the world of work and make successful transitions between education and work are community-wide responsibilities.

Recognition has led to action. From every side, new connections are being forged among education, training, work, and service institutions. From this sharing of information, attitudes, resources, and ideas come numerous positive actions: projects, new services, community coalitions, improved teaching and learning opportunities, and improved employment prospects for youth and adults.

With the education-to-work and work-to-education transitions of young people and adults as their principal focus, councils find that central questions about education and skill development are linked to other major issues. These include occupational information, career guidance and counseling, work and service experience, career development for individuals and groups, community economic development and job creation; and most basic of all, concern for the way all sectors can work together to develop more rewarding learning and work opportunities for all citizens.

Some of these councils are affiliated with national groups such as the National Work-Education Consortium and the National Association

Industry-Education Cooperation, others with state networks such as Michigan's Interagency Collaborative Boards (ICBs), New York's Association of Industry-Education Councils, and California's Industry Education Council of California.

While frequently organized with assistance from national and state-level groups, most councils are essentially local and regional in areas served, independent in style, and sharply focused on local issues.

Perhaps the most exciting aspect of collaborative councils is that they truly represent community-wide problem-soiving in action. Despite inevitable conflicts over institutional turf, despite (and in part because of) ever-tightening budgets, local communities, large and small, are discovering they possess the most important resources to deal with their problems. They are regaining control over their own destinies. As a result, communities are becoming far more sophisticated in seeking out available resources, learning how to make political and social institutions work together, and dealing effectively with federal and state govenments. Collaborative councils are sometimes the result (and at other times a prime cause) of this increased sophistication.

Business and labor leaders can play an especially crucial role in these new approaches. While schools and colleges have had various ties with business and labor for decades, never before has the potential benefit of those ties been examined with more interest. Can business and labor help supply the critical new ideas and resources to get the done done? What are the odds of success? No one knows the answers yet. But one thing is certain: the success or failure of collaborative solutions to local problems will rest on the shoulders of community leaders willing to take a few risks by reaching out to their peers in education, business, industry, labor, government, and service agencies.

This action guide is based on the experiences of people who have formed collaborative councils and made them work. These people are builders, doers, and astute risk-takers. They are effective communicators with the understanding to see in complex problems the simple yet often difficult steps needed to build consensus. They are people with a strong desire to improve their communities, to identify the inevitable disconnections between institutins and find ways to make those institutions do a better job of serving the real needs of their communities.

2

WHAT IS A COLLABORATIVE COUNCIL AND WHAT DOES IT DO?

Most communities are blessed (or cursed) with their share of advisory committees, planning groups, task forces, and committees. Along with our elected and appointed officials, these sources of advice, assistance, and decision-making are the forms Americans have chosen to assure responsiveness, fairness, and adaptability in our public and private institutions. We are, perhaps more than ever, "a nation of joiners" given to forming committees, clubs, and associations to deal with every minor and major issue.

With all these complex claims on the attention of our most active community leaders, why are so many local leaders from industry, business, labor, education, and other community sectors making the effort to create collaborative councils? The essential answer is simple: these leaders want to solve educational, training, and economic development problems that undermine the effectiveness of all community institutions.

They also are willing to invite other leaders to "meddle" a bit on their turfs with the expectation that initial analysis will reveal how improved performance by one set of institutions will benefit the performance of others. Collaborative councils grow out of this desire for sustained communication, analysis, and action.

- But how is a collaborative council different from other councils which may have a similar multi-sector membership?
- What does a collaborative council do that makes a difference?
- How does a collaborative council work with a community's education and work institutions and with other community service organizations?

Collaborative councils usually are identified as either "Industry-Education-Labor Councils" (and "Industry-Education Councils") or "Work-Education Councils" (and "Education-Work Councils"). Local names for these generic types vary from community to community. Community Action Council for Career Education, Consortium of Vocational Educators and Employers, Tri-Lateral Council for Quality Education, Community Careers Council, and Business/Education Alliance are but a few of the names that collaborative councils go by. Some of the local Private Industry Councils (PICs) initiated by federal legislation have also taken on the collaborative council's characteristic autonomy and involvement in education as well as work-related issues and have become part of the larger group.

Collaborative councils can be distinguished by a few criteria. These are general characteristics and fit better in some cases than in others:

Broad-based Membership

Bringing together active people who should be talking with each other but rarely have the time to do so is a key strength of a collaborative council. Almost invariably these people ask each other: "Why didn't we think of doing this before?" Part of the problem is that they may have met one-on-one before but never focused on larger issues of concern to the wider group. Linking diverse institutional self-interests is the principal strategy used by councils to engage institutions in joint planning and action on specific education-work issues.

For this reason council membership should be ***representative*** of major sectors in a community; collaborative mechanisms are intended to join and serve the interests of ***more than two sectors.*** Councils should be designed to treat education, industry/business, labor, government, and youth service institutions as equal partners. A council may begin with a coalition of, for example, educators and business people. Striving to build as broad a constituency as possible is frequently an essential part of preserving the council's credibility and effectiveness.

Relative Autonomy

Collaborative councils are essentially ***self-organized.*** Initial sponsorship may come from one sector or even a single organization. But once organized, the council is responsible for its own continuity. Neither membership nor agenda is assigned to the collaborative partners by a single institution.

The members should see the council as a "neutral turf" where issues, needs, resources, and strategies can be identified and acted on in positive ways. Council members may include school superintendents and college presidents, central labor council presidents, plant managers, school board members, government and service agency heads. All

members will want to see that the point of view and situation of their own organizations are heard and respected by other council members, but they will not assume that the council is controlled by or designed to benefit only their own organization, or only their own constituency.

Tangible Results

Collaborative councils are ***performance-minded.*** Members and staff develop their own agenda and approaches to community needs. While such councils may choose to play advisory roles in specific instances, they are designed to perform a variety of roles ranging from fact-finding, to project operation, to program development, to program brokering and catalyzing. The real test of council effectiveness is whether leading community organizations — schools, colleges, employers, unions, volunteer groups, government agencies, professional associations, social service agencies — begin to work with each other and have their members participate in useful activities as a direct result of the thinking, planning, and initiative of the council's members and staff.

A council may organize "community resources" to provide direct career information and exploration services to students and teachers. In another community where schools or other agencies already manage the use of these community resources, a council may find that its most effective contribution to problem-solving is as a convenor of informal meetings or special workshops, as a facilitator of task force studies on such topics as state child labor laws, community guidance and job placement services, or as the organizer of demonstration projects on youth employment or adult transitions to learning.

The range of activities is enormous. The common thread is that positive action is taken and the excuses for isolation, irresponsible criticism, and inaction are removed.

Consensus and Shared Responsibility

Most crucially, council members and the institutions they represent ***share responsibility*** for implementing the action agenda which brought them together in the first place. Members exercise active ***leadership*** within their primary constituencies and with other sectors and constituencies. Collaboration implies a recognition of ***shared interests*** that leads to mutual action.

Business leaders whose firms already pay taxes and have training expenses are not always ready to recognize a responsibility to make cooperation with schools and colleges a company-wide policy. Nor are labor leaders with jobs to protect always ready to recognize a responsibility to help young people learn what they will need to study to qualify for an apprenticeship. Nor are professional educators with pride in their

skills and concerns about taxpayer revolts always ready to recognize a responsibility to meet community leaders half way and identify problems.

Moving beyond these personal "agendas" may require an element of conflict as well as a fair dose of common sense and perceptive listening. It may take time to build the trust needed to plan a meaningful agenda for the whole council. Moving beyond a defensive posture takes honesty, determination, a willingness to negotiate and be held accountable, commitment to people, and an awareness of the needs and priority concerns of different institutions.

Formal Organization

Councils vary greatly in their degree of organization. Many have established themselves as independent, private, non-profit corporations under Section 501(c)(3) of the Internal Revenue Code. Others remain formally affiliated with Chambers of Commerce, universities and community colleges, area vocational centers, city government or other institutions. At a minimum, however, a council has a name, a list of members, officers, an identifiable purpose, a schedule of meetings, and, most crucially, an agenda for action.

Most councils operate on modest budgets. The principal cost factors are two: whether there is a paid staff and whether the council seeks project operation responsibilities requiring additional staff. Budgets of $40,000 to $100,000 are typical of councils with paid staff. Budgets of $2,000 to $3,000 are typical of councils which rely entirely on members for coordination, out-reach, and in-kind support. As councils become more active, and as their independent, broker role in the community becomes more significant, a core, paid staff tends to be indispensable. Councils must then develop cash or equivalent donated staff services to support their efforts.

THREE BASIC PATTERNS

Creating effective linkages among business, labor, and education institutions must start with a felt need to solve an important problem. Because communities are different in economic base, demographics, politics, historic ways of doing things, and leadership styles, definitions of key problems usually differ.

More crucially, even when roughly the same problem appears from place to place — the employability of youth, for example — the responses will vary significantly. From hundreds of examples of councils in action emerge three distinct organizational roles, or styles, used by councils to establish themselves in their communities.

Some councils emphasize the *service provider* style, developing a specific set of services which other community organizations participate in and support. Some councils emphasize the *facilitator/broker* style, assisting community leaders and organizations to identify common problems and launch collaborative attacks on those problems. A third style is that of the *special projects* council, designing and initially operating projects to demonstrate collaborative problem-solving, or conducting one-time fact-finding and analysis projects most appropriately performed by a credible organization with multi-sector sponsorship.

Few councils are all one type or the other. Most combine elements of two or three of these styles, consequently performing several valuable roles in their communities. Each style has its own advantages and disadvantages.

Service Provider Councils

Service provider councils tend to become deeply involved in curriculum, teacher training, and career information for students. In rural Michigan and rural Illinois small school districts are hard-pressed to provide the staff, time, and materials needed for an effective career development program. The Mid-Michigan Community Action Council in Alma, Michigan, and the Tri-County Industry-Education-Labor Council in East Peoria, Illinois, both act as organizers of career fairs, career days, classroom speakers, shadowing and internship activities, and many other special activities bringing working adults from a full range of occupations and skills into contact with elementary and secondary school students. Upon this base of trusted, high quality direct services, each council also responds to other requests for assistance: college students seeking unpaid work experience, CETA programs seeking career guidance information to inform students about requirements for entry into apprenticeship programs, employers wanting to educate teachers about the career options open to students, and students seeking part-time jobs.

In these two cases, and with many urban and suburban councils such as the Arizona Business-Industry-Education Council in Phoenix; the Niagara Frontier Industry-Education Council in Lancaster, New York; the Industry Information Institute in Youngstown, Ohio; or the Institute for Public Affairs Research (IPAR) in Portland, Oregon, council members set themselves to the task of creating an organization whose identity is closely tied to a specific set of career information services.

Facilitator/Broker Councils

In some communities so many education-work activities are under way that a new service provider would only duplicate an existing service or reduce the ability of an existing organization to respond effectively to

a newly seen need. Rhode Island, for example, is small, almost a city state, with a great diversity of concerned employers, unions, education institutions, and community service agencies. But no one had ever sorted out who was doing what in the area of employment and vocational training. The need for this information was identified at the policy level by the Education and Training Committee of the Governor's Partnership of Business, Labor, and Government, a blue-ribbon collaborative council. At the programmatic level, a series of meetings and information exchanges was initiated by a "neutral" convenor, the Rhode Island Industry-Education-Labor Council. Actual staff work was performed by some of the Council's member agencies: Rhode Island College and the State Occupational Information Coordinating Committee, with funding from the state CETA office. A digest of programs throughout the state and related information formed the data base for a string of collaborative projects and policy initiatives across the state.

The value of the low-visibility neutral council is rarely appreciated in a community, *except* by those institutional leaders who witness time and again how no other group seems to be able to generate the same level of cooperation and creativity.

Special Project Councils

The politics of desegregation in Boston have compounded the underlying problems of an urban school system. Large employers initiated the Tri-Lateral Council for Quality Education to demonstrate support for the public schools, to set up partnerships between specific schools and companies, and to provide students with at least glimpses of the world beyond their urban villages. The Council was asked by the school superintendent to organize and staff all vocational advisory councils for a city-wide skills center. For almost two years the Council received federal CETA monies to operate a national demonstration project to improve the employability skills of in-school youth.

In other large cities like Baltimore, Memphis, Seattle, Atlanta, Dallas, Chicago, and New York, and in smaller cities like Oakland, California; Lexington, Kentucky; Sioux Falls, South Dakota; Charleston, South Carolina; Corning, New York; and Worcester, Massachusetts, council organizers recognize that their efforts only begin to counteract the ingrained habits of institutional isolation. Starting somewhere beats not starting at all. A council's combination of very modest financial resources and very significant leadership can sometimes achieve striking success by demonstrating what can be done by influencing how other, more permanent resources are spent.

WHAT EXACTLY DOES A COLLABORATIVE COUNCIL DO?

Not everything a collaborative council does is linked to a program, project, or brokering activity. Countless hours are spent "selling" the concept of collaboration, building constituencies, talking out problems, building consensus, and sustaining enthusiasm. The success of a program or activity is largely dependent on how well a council has laid this groundwork and keeps it fertile.

So what does a council do? Given the diversity of communities, councils, and their leadership, the answer must be: almost anything it and its community have the resources and commitment to take on. Some councils get involved in several projects simultaneously; others only one or two. Many tackle specific projects jointly with other community organizations. The range of activities is as wide as the imagination:

- *Fact-finding*

  Inventories of education, career guidance, skill training, community service, and work experience opportunities
  Assessments of community perceptions of pressing education and training issues
  Needs assessments on specific issues identified by employers, educators, unions, and others
  Reviews and clarification of child labor laws
  Surveys of adult needs and resources for education and training
  Employment forecasts based on local employer estimates and Employment Service analysis
  Follow-up surveys of high school, vocational school, and community college graduates, and those who complete employment and training programs

- *Analysis and problem-solving*

  Economic development seminars
  Brainstorming among area job placement and career counseling professionals
  Improvement of vocational education and job training programs
  Studies of uses of local vocational education advisory committees
  School desegregation planning
  Business, education, labor dialogs
  Assessments of school and college connections with apprenticeship and pre-apprenticeship programs

Labor-management-education consulting teams to review community resources for custom training for incoming industries or job upgrading for adults

- *Information networking*

Information, referral, and brokering services for: employment, internship, and service opportunities; cooperative education and work-study programs; plant tours; job shadowing; classroom speaking; and tutoring
"Who's doing what" directories
Newsletters
Workshops and seminars
Proposal development assistance for collaborative projects
Recruiting members for school and college vocational and career education advisory committees
Training in education-work "brokering"

- *Demonstration projects or direct services*

Career exploration opportunities
Work- and service-experience programs
Career guidance workshops for teachers and counselors
Development of Private Industry Councils and assistance to operational PICs
Cooperative vocational education, internship, and work-study placements with employers
Community resource clearinghouses
Summer or temporary jobs programs
Career Days, Career Fairs, and mini-Career Days
Assistance to magnet schools
Adopt-a-School programs
Mini-grant awards to teachers with creative ideas
Programs for high school dropouts and juvenile offenders
Teacher training and developing of career education materials
Youth motivation seminars
Career Exchange Days
Economic education packages

Obviously there is plenty to do and no single council can do it all. The activities a council chooses must address local needs, be realistic in terms of available staff and funding, and avoid duplication of existing services (unless there is agreement that such duplication is necessary).

What activities, and what sequence of activities, are most appropriate for a given community? Everyone in town from youth themselves to the school board, mayor, workers, and managers will have an opinion. It's up to the members and staff of the council to sort out these felt needs and develop a realistic program. The modest council budget will never do it all, and never should be expected to do so. The success of the council depends instead on its ability to persuade others in the community to coordinate their resources in ways that have not been tried in the past. Doing better with what all of you have is the essence of the collaborative approach.

For example, improving the quality and accessibility of occupational education and work experience is an area of concern well-suited to problem solving by a collaborative council. In Pittsburg, California, the Cross-Agency Project (CAP) for the Education, Training, and Placement of Handicapped Youth creates "action partnerships" among many employers and community agencies. The Industry Education Council of California and the East Contra Costa Industry-Education Council facilitate the employment of the disabled by "moving between" schools, service agencies and employers to assure that services are delivered on time and in proper sequence according to each client's "need profile" and individual education plan. Department of Rehabilitation counselors and special and vocational education staff of Pittsburg/Antioch School District are key components of a network that includes employers, CETA, organized labor, and other local groups.

HOW DOES A COUNCIL RELATE TO OTHER COMMUNITY INSTITUTIONS AND ORGANIZATIONS?

No council can call itself a collaborative if it stands in isolation from other organizations and institutions in the community. Neither does a collaborative council seek to undermine others' turf. Council leaders must actively build bridges among appropriate organizations if there is to be any hope of creating more coordinated school-to-work links. These bridges can be organizational:

- Create overlapping membership among collaborative councils, vocational education advisory councils, CETA councils, Chambers of Commerce, school boards, labor councils, and other organizations to assure coordination

- Diversify the numbers and types of organizations represented on the council to assure leadership networking across major sectors

- Use task forces to involve leaders and local experts from outside the council in specific problem-solving

- Create "spin-off" action organizations and projects involving "teams" of schools, employers, and other community organizations

- Start direct services and/or information sharing projects which require diverse groups to work together

Or the connections may be "political":

- Gathering commitments from participating groups to improve the effectiveness of their involvements in education-work activities

- Finding ways for employers, unions, and others to acknowledge their responsibility for finding solutions to local school-to-work problems

- Alerting political leaders to education-work issues and gaining their endorsement and follow-through action

At their best, collaborative councils are the hub of community efforts to more closely link education and work. They don't get there overnight. Battles over turf are almost inevitable, battles that will be settled only when there is recognition that collaboration is one way for everyone to win. If each institution gives up a little turf, it ought to gain a more influential role in a larger community-wide process than it could ever have had by remaining isolated.

3

THE IMPORTANCE OF LEADERSHIP

Of all the qualities that make up a successful collaborative council, none is more important than good leadership. A council can have a big budget, a plush office, and the endorsement of the entire city council, but will quickly fall apart if it lacks quality leadership. A council must have more than strong internal leadership; it must be able to act as a leader in the community.

On the internal level, within the council, good leadership means making sure things get done; maintaining morale; settling disputes peaceably; getting everyone involved; and defining common concerns, goals, and objectives. The quality of internal leadership will have a big influence on a council's ability to initiate and sustain collaborative action. External leadership quality can be measured by the council's ability to gain access to community leaders, create a positive image for itself, recruit new members and supporters, raise funds, and act as a neutral collaborative forum for education-work issues.

Leadership in a council needs to be looked at from another angle also — the leadership needed from the council officers and members as compared to the leadership required of the executive director and staff. In different councils, these leadership roles will be balanced in quite different ways.

In some councils, the officers or executive committee might want to assume direct responsibility for *all* decisions and to be the primary contacts with other community leaders. Other councils will want the executive director to make many decisions, to take a leading role in developing linkages with the community's agencies and institutions, and inform council members and use their support as an umbrella of credibility and authority. And, of course, there are councils in which the

chairperson (and other officers and members) and the executive director share the leadership role almost equally, jointly planning meeting agendas and council activities, and both meeting with community leaders and serving as council spokespersons at community meetings.

The way these roles are balanced in any particular council may be the result of conscious decisions, but also may depend greatly on the individuals involved and their leadership skills.

Good leadership is an elusive concept; it means different things to different people. To some, the only successful leaders are forceful "take-charge" individuals. To others, leaders are adept at orchestrating group process with different people playing different roles. But a precise definition isn't necessary; a more useful approach is for a council to define its various internal and external leadership needs, then create guidelines for the individuals who are in leadership roles.

Leadership Within The Council

Whoever takes internal leadership roles (and there may well be several individuals) will need to be aware of some basic leadership skills. Probably the most important skills to develop are the abilities to help others assume responsibility, to promote the involvement of all the members, to motivate the group as a whole to work toward common goals, and to encourage an action orientation for the council that will lead to survival and stability.

Because the council's officers usually have full-time executive jobs, the role of internal leadership often falls to the paid executive director. What personal skills should a council look for in a director? Researchers at Abt Associates have done one of the few formal studies of collaborative councils.* They identified eight characteristics of good council leaders:

- The ability to work with different sectors and to facilitate relationships, mediate conflicts, act as a catalyst, and minimize political differences

*Audrey Prager and Judith Goldberg, et al. *Education and Work Councils: Progress and Problems.* Cambridge, MA: Abt Associates, 1980.

Audrey Prager, et al. *Education and Work Councils: Four Case Studies.* Cambridge, MA: Abt Associates, 1981.

- Skills in interpersonal communications (behaves diplomatically, has contacts, and has experience to draw upon)
- The ability to identify and get funding (good proposal writer and entrepreneur)
- An action orientation, with the ability to expedite activities, develop and facilitate projects
- The ability to organize, administer, and manage staff
- The ability to gather and disseminate information to members
- A willingness to report to the council and carry out council initiatives
- Prestige or the ability to influence others and to build credibility and respect for the council as a whole by virtue of a successful "track record"

Of the characteristics on this list, the ability to work with different groups of people is probably the most important. As the Abt study noted, "Among the education and work councils visited, this facilitative skill and ability in interpersonal communication were traits most valued in executive directors."

These qualities are, of course, also desirable in the council officers and other leaders. Even if they don't have the larger amount of time to spend on council activities that the director does, their more limited time will be better spent if they, too, possess these leadership skills.

Even a director who does possess these personal skills can run into trouble leading a council if the administrative structure is not clear. In other words, ineffective leadership may not be the personal fault of the director. Look out for these danger signs:

- The director's duties and responsibilities are poorly defined
- The director lacks any real power to initiate meetings or supervise council staff
- The approval process for council decision-making requires input from too few or too many members

- The structure isolates various community sectors from one another
- The council's by-laws are cumbersome and inflexible

Any of these potential booby-traps can destroy a council director's ability to do a job. None, however, is more lethal than a poorly written job description. Unless a director's duties and responsibilities are crystal-clear, the result almost invariably will be confusion, conflict, and duplication of effort. A typical director's job description might read something like this:

> The director is responsible for directing daily operation of the council and for initiation, coordination, and administration of the council's projects and services. The director reports to the council's executive committee, which sets council policy; participates in subcommittee and project efforts; and assists in establishing collaborative working relationships with other community organizations and agencies. The director is responsible for developing information required to set agendas and priorities. The director also represents the council at state, local, and national meetings; initiates and develops programmatic relationships consistent with the council's mission; and assists other organizations and individuals in creating improved education-work policies and projects. In addition, the director supervises council staff and office operations.

Generally, the council director shoulders most of the burden of representing the council. But officers and members also pay leadership roles. After all, collaboration is based on a sharing of power and responsibility. The council must always be sensitive to the dynamics of the group and to the often informal — but nontheless real and important — roles played by various members. Members also provide the "umbrella" of credibility and support which allows the director to work on their behalf as a neutral party among diverse institutions.

For example, each sector represented on the council — whether business, education, government, or labor — may have its own leaders, and a council will have to get the endorsement of and cooperation from

these people before the entire council can be mobilized. Similarly, various council members may have particular leadership skills such as access to other community leaders because of past successful relationships, or the ability to effectively mediate disputes.

The council also must be sensitive to the leadership roles played by individuals who are not members. An "unpersuaded" school superintendent, or CETA director, for example, cannot simply be ignored by council members. In such cases, the old cliche about honey being more attractive than vinegar is true for more than just flies.

Sometimes the situation is more subtle. One mid-western city that has formed a work-education council is dominated by a single corporation whose executives have tremendous — though informal — influence over whether the business community in general will back a voluntary project or activity. Without this firm's support, the council's links with business leaders would soon collapse. Less by funding and more through consistent participation by corporation executives and staff on the board and in council activities, the corporation signals its support to the rest of the community and to state funding agencies.

Council Leadership In The Community

Because a collaborative council doesn't exist in a vacuum, it will be looked upon to play a leadership role in the community whether it wants to or not. A council requires joint participation, and encouraging it requires institutions to do things they may never have tried before. This requires leadership, and the council is in a unique position to provide it.

Nearly every organization has its own turf to protect and spends a great deal of time doing just that. Turf battles probably can never be banished entirely, but a collaborative council can help lead the way toward peace and cooperation.

The strength of a council's external leadership hinges on its neutrality. As one former council director put it, an emphasis on neutrality opens up a forum "for people who are tired of fighting and who want some middle ground where they can do something together." Other directors and members often express amazement that the same people who contribute little in one setting can contribute so much in a "neutral" setting. One member observed that "it all depends on who they think they are helping, the other fellow or themselves, and whose hat they're wearing, an advisor's or a leader's."

The speed at which such a neutral forum can be created will depend in large part on the community's experiences with collaborative action in the past. If these experiences have been negative, a council may find itself walking into a hornet's nest of personal animosities, petty jealousies, and defeatist attitudes. Breaking down such barriers is a long, hard process requiring patience and persistence. And while there is no sure way of creating a collaborative spirit where none exists, a council can help lay the groundwork by:

- Emphasizing the council's neutrality and its desire only to see that the community develops the best possible education-work linkages and services
- Keeping the lines of communication open through frequent personal and telephone contact
- Emphasizing common problems, goals, and solutions
- Working toward short-term goals — perhaps something as simple as a workshop where the warring factions sit down and talk to one another — then using these small successes as stepping stones to broader, more ambitious collaboration
- Emphasizing that collaboration is a way to meet individual as well as group goals.

It may take collaborative council leadership to convene a meeting and help design a process for vocational educators, Employment Service staff, and staff of agencies serving out-of-school youth to coordinate their work experience and job placement activities, or to combine forces on gaining access to newer technologies in area firms, or to improve in-school career counseling programs.

4

GETTING STARTED

What prompts people to get involved in a collaborative council? Altruism is certainly one factor. Collaborative councils in dozens of communities are fueled in large part by the desire of members to do something worthwhile for their communities, to give of themselves so that present and future generations can enjoy a better life.

But altruism by itself rarely keeps a voluntary organization afloat. Members usually have very practical reasons for participating. This mixture of personal and institutional self-interest is the lifeblood of most community service organizations.

"Englightened" self-interest is a powerful tool for getting a new collaborative council off the ground. Says Wayne Owens, a General Electric executive and first director of the Philadelphia Education to Work Council: "Every effort *has* to appeal to self-interest if you want to work together." The idea is to "make a person look good by doing good."

Motivators

Each sector will come to the council with its own particular needs related to education-work issues. Each will also come with some hesitations, biases, and practical considerations about their involvement in this new thing called "collaboration."

There are, of course, some very important shared concerns: for the quality of community life; for the quality of education; for the future economic competitiveness of the community and the nation; for the development of capable, motivated individuals with pride in themselves, their work, their families, and their society.

Among the other motivators for the *business* community are the following:

- Increasing productivity through improved job training
- Assuring a steady stream of qualified workers enabling economic development and growth
- Reducing taxes and welfare costs by reducing local unemployment
- Improving the employability skills and work habits of young workers
- Improving career development and guidance for youths and employees
- Combating public hostility toward capitalism and ignorance of the economic, social, and political benefits provided by the free enterprise system

Community-rooted, consumer-oriented industries like banks, insurance companies, and public utilities tend to be particularly conscious of their reputations for community service.

But business also may have some hesitation about becoming involved in collaborative efforts. Personnel and training officers may feel that "if only the schools would send us kids who can read, write, and compute, we'd teach them the job skills." In other words, they may think that in exchange for their property tax dollars all that's needed is better public education. Businesses may think their executives' time is too valuable to be spent on what they see at first as "community service." Or small employers may think they offer too few jobs to make any difference, and (in larger communities) may also feel uncomfortable meeting with high-powered business, union, education, and government officials.

Educators have another set of special concerns:

- The quality of basic skills transmitted to students
- Shrinking budgets that limit teaching resources
- Effective use of vocational education facilities

- Government mandates to work more closely with CETA skill training and work experience programs
- Public desire for more emphasis on employability training
- Inadequate budgets for counseling and other student services
- Mandates to give more emphasis to the disadvantaged and handicapped

But educators may feel their teachers, professors, and administrators are already overburdened under shrinking budgets and simply can't be asked to take on yet another task. Some educators may already be pleased with their community programs but feel that their skills are unappreciated by other educators. They may prefer to guard established relationships with selected employers rather than work collaboratively toward wider school-work programs. And some educators may believe the job of education should be left to the schools without interference from the rest of the community.

Among the interests of ***organized labor*** are the following:

- Combating unemployment and opening up more jobs to existing or potential union members
- Improving the quality and quantity of apprenticeship programs
- Helping young people understand and appreciate the role of labor unions in creating the collective bargaining process and creating access to jobs, healthy working conditions, and a consumer economy
- Improving links with university and community college adult education programs and the workplace

In many cities labor unions wield a great deal of power. In others they are far less influential. Thus, the extent to which organized labor will be involved in an education-work collaborative will vary from place to place. If unemployment is a major community concern, labor may not be too interested in youth unemployment when thousands of adults are out of work, but may still be very involved in career education.

Unions typically are understaffed and must be convinced that participation is worth their time. Union officials are paid from member dues

and need strong justification to use these funds for perhaps indirect union purposes. Some councils have made valuable use of retired labor officials.

Local *service agencies* have still different interests in education-work relationships:

- Improving their own awareness of careers and job training programs
- Helping their clients understand the value of education and training and being able to better provide career guidance, counseling, and information
- Remedying inadequate budgets by contracting with businesses and making more job placements in the private sector
- Improving linkages with schools, colleges, and other institutions that could help with clients in programs such as pre-employment training for delinquency-prone or court-referred youth, or teenage mothers
- Create access to vocational education programs for women reentering the workforce

But representatives of service agencies, too, may come with hesitation. How do you relate teenage pregnancy programs to school systems that won't or can't teach sex education? Each agency may have its own special niche in the community and may not want to share its knowledge of techniques and contacts. The problems of breaking down institutional barriers may seem too overwhelming to tackle. And, as with each of the other sectors, there are concerns about how to spread already overworked executives and staff even thinner.

Local and state *job training and economic development agencies* have their own interests, too:

- Helping create or sustain mandated Private Industry Councils (PICs)
- Improving employment services and on-the-job training placements

- Increasing the impact and efficiency of job training efforts through better coordination of community resources

- Increasing employer participation in federal job training efforts

- Fulfilling mandates to work more closely with the public schools and using more wisely CETA or economic development money earmarked for links with schools and related organizations

- Assuring new employers that the community can provide the skilled workers needed

- Combating the negative image of CETA in the public mind

That final reason may also work in reverse. The CETA prime sponsor or economic development director may already be fighting for recognition of a job well done or may want to avoid any public visibility.

In other words, each sector may come to the council with both positive and negative expectations.

In successful councils the positives come to outweigh the negatives as the new partners find they can allay each others' fears. They begin to work as equals seeking solutions that will benefit each of them and the community as a whole. Some councils have found it necessary to start their work with a narrower breadth of representation than desired, expecting to persuade the doubters by building a track record of successes. Very frequently, education and business are the two sectors who initiate a council, inviting other groups to join later.

First Steps

How do all these sectors get together? Who are the initiators; where does the spark come from?

Collaborative councils have been started as school-based initiatives, as independent efforts, as offshoots of the Chamber of Commerce, and as spin-offs from existing advisory bodies. There is no "typical" pattern. Some councils are the product of one person's imagination and persistence. Others are committee efforts. Councils have been created in response to a local crisis, but many are the result of gradual evolution. For example:

- In Boston, the Tri-Lateral Council for Quality Education was begun by local business leaders in direct response to the riots that

erupted over desegregation of the public schools. In Atlanta and Dallas, on-going Chamber of Commerce programs with the public school system were the foundation upon which formal partnerships were created.

- In New York, the State Department of Education's industry-education coordinator led development of a statewide network of industry-education councils dealing with economic education, skill training, school-to-work transition issues and promoting regional economic development.

- In Philadelphia and throughout the states of Michigan, New York, Ohio, and Connecticut, the public schools' career and vocational education officials were important in the creation of collaborative councils.

- In Erie, Pennsylvania, a work-education council was created from a committee of the Youth Services Council, an agency representing more than 35 youth-serving organizations.

- In Delaware, the governor decided to make youth employment a top state priority. The result was Jobs for Delaware Graduates Inc., a statewide collaborative council.

- Colleges and universities have been instrumental in the creation of councils in Oakland, California; Wheeling, West Virginia; Charleston, South Carolina; Sioux Falls, South Dakota; Bayamon, Puerto Rico; and elsewhere.

In each of these examples, the council organizers' knowledge of their communities — who gets things done, how institutions relate to one another, how willing people are to try something new, where the power centers are, what resources are available — has played an invaluable role.

"***Know Thy Community.***" Failure to heed this cardinal rule will doom a council before it ever has a chance to show its stuff. As Richard Lane, president of the Worcester Area Career Education Consortium in Massachusetts, points out, "It's great to come up with a rational plan about what ***should*** work, but unless you're sensitive to how things ***do*** work in your community and who has the clout, then your plan is going to wind up on a shelf in somebody's storeroom."

Don't assume people have a good understanding of how the community works just because they are life-long residents. Getting to know the community should be a formal process, one that will pay big dividends by identifying the real problems to be addressed and what resources are available. If you are one of the initiators, begin by asking yourself these questions:

- ***What's in place now?*** Do an inventory (first in your own head, later more formally) of local institutions and leaders and how well they have performed in recent years.

- ***Who are you in relation to existing institutions and programs?*** Be honest about your abilities to initiate action and follow it up. Try to see yourself as others are likely to see you.

- ***Who controls the levers?*** Make a list of those people in the community (and at the state and national levels) who must be "sold" on the concept of collaboration before a council can hope to get the right level of participation and financial support.

- ***Who controls the turf?*** Some institutions or individuals undoubtedly will feel threatened by the prospect of a new council that appears to infringe onto their "territory." Decide whether to include or avoid them and realize that a decision either way will have its consequences. Where does *your* organization stand?

Regardless of the community's makeup and power structure, council organizers should keep these additional points in mind:

- Anticipate the vested interests of business, labor, education, postsecondary education, government, and other institutions as they affect the community.

- Look for council members and supporters among the "doers" of the community (not always the top officials) and in the organizations to which they belong: the Chamber of Commerce, National Alliance of Business, Manufacturer's Association, Downtown Development Association, Central Labor Council, individual unions, colleges, universities, community-based organizations, and both public and private education institutions.

- Seek the advice and assistance of state and national organizations promoting collaborative education-to-work action. (See Appendix D).

- Decide whether to pursue a "top-down" or "bottom-up" approach. Company and union presidents, college presidents and school superintendents, mayors and agency directors have been in on the creation of numerous collaborative councils. Others have begun as coalitions of concerned mid-management and coordinator-level people who organized a council first and then later sought the endorsement of institutional and community leaders. A proponent of the "top-down" approach is Robert Ullery, long-time Industry-Education Coordinator for the New York State Department of Education and a major force behind the state's network of industry-education councils. "If we can't get the chairman of the board, then we'll accept the president," Ullery says, "but we don't go much below that. If you get top-level people, it breeds participation."

  But is is also true that councils made up of mid-level executives have been quite effective. In other words, top-level endorsement of a council will open many doors but is not absolutely essential — at least in the beginning. Just don't underestimate the clout and prestige a company president, county supervisor, school superintendent, Central Labor Council president can bring to a council.

- Build where you can on successful past collaborative experiences. It is often very effective to build a council upon the success of a previous school-to-work activity. In Erie, Pennsylvania, for example, three government agencies and the local manufacturers' association collaborated to build a new $3 million adult vocational skills center in 1975. The success of this effort helped pave the way for creation of a work-education council a few years later.

Then there is one of the most important questions of all: Why are you involved in the work-education collaborative and what do you hope to get out of it? Do you want visibility for yourself or your organization? To take action on a social issue? To obtain a salary or access to funding sources? To do good for the community? Honest answers to these questions will help avoid big problems later on.

5

GETTING ORGANIZED

The "yeasting" process has begun. An *ad hoc* group of key business people, educators, a union official, and a couple of people from a local youth service agency and the local CETA office have met informally several times. There is agreement that education-to-work and work-to-education problems are a drain on the community's resources and that local resources are poorly coordinated. There is concern that these problems limit the area's potential for economic growth. There is talk of taking action. Someone proposes that a formal organization be established.

This is a critical moment for any fledgling council. Decisions about which issues to address and how to organize will have major effects on a council's image, independence, and influence in the community.

- What approach should the council take?
- How large an area should the council serve?
- How should the council be structured?
- Is a paid director or other staff necessary?

Although councils come in all shapes and sizes, all have had to grapple with the following basic questions:

Who else in the community should be involved on the council?

In Chapter 1, we talked about the importance of broad-based membership, in Chapter 2 about types of leadership, and in Chapter 3 about the needs and reservations that might be felt by various community sectors. When inviting others to participate on the council, remember the cardinal rule, "Know Thy Community," and use this knowledge to build the council membership.

Your informal inventory of current programs and leaders should have identified already a core set of problems, people, organizations, and proposed activities. These should be the basis for consensus within the group and a credible "image" within the community.

What issues should the council address?

Few communities in America have been spared the obstinate problem of youth unemployment or related concerns such as student illiteracy, high dropout rates, and juvenile crime. Sometimes a specific concern, such as local industry's need for skilled machinists or tool and die makers, or a more general concern for economic or scientific literacy can be the initial "handle" for a council to hold on to. These are all problems ripe for collaborative solutions.

But getting people to agree a problem exists is a lot easier than reaching a consensus on the exact nature of the problem or what to do about it. Ask ten people about the causes of youth unemployment, for example, and you'll hear answers ranging from racism to the minimum wage.

Setting an agenda — choosing from the overlapping and sometimes conflicting issues that affect local citizens — is probably a council's most important decision, and one of the most difficult. A council can be destroyed by an agenda that does not focus on local needs, is too ambitious (or not ambitious enough), or threatens local leaders. Important time and credibility can be saved if the initial planning group has thought through the core issues and feasible activities (and cleared them with key leaders outside the council) before "going public."

All of the institutions participating on the collaborative council must have a hand in developing the agenda. Giving everyone a piece of the action is one of the basic concepts of collaboration. Reaching a consensus on a council agenda may come easily or may become a long, involved process. The watchwords are patience, conciliation, cooperation, and compromise in a search for enlightened self-interest.

Councils should avoid defining their goals and objectives too narrowly or too broadly. A council that declares its purpose to be "the eradication of youth unemployment throughout the county" has probably taken on more than it can handle.

Conversely, a council can put too much emphasis on a single issue. "If there is any trap our council fell into," says the former director of one council, "it was that we spent 99 percent of our energy focused on changing the school system. We hadn't taken a look at what outside of that needed changing also. That emphasis took the other folks off the hook."

Some members will no doubt urge the council to start with a big project and quickly establish itself as an action-oriented group deserving respect and support. Others will counsel a more conservative approach to take the council one step at a time toward its goals. Too fast a start may put other institutions on the defensive or quickly exhaust the resources of the council. A too-cautious approach may deprive the council of the visibility and/or credibility it needs to build a collaborative network. Ultimately, councils should set goals that are feasible yet broad and significant enough to generate the enthusiam and support of the community.

Finding the middle ground, the "feasibly ambitious," implies some honest discussion beforehand about the nature of the community, the council's resources, and how the council fits into the existing power structure.

Sometimes there isn't enough information initially to make intelligent decisions about an agenda. As one of its first activities, a council in New England contracted with a local community college and economic development office to do a series of surveys that gave town leaders some idea of the problems they faced and the resources on hand to deal with them. Using a different approach, the Interagency Collaborative Board (ICB) in Ironwood, Michigan surveyed the public and compiled a list of eight priority concerns about the quality of education. The ICB then awarded eight competitive mini-grants to school districts willing to address these concerns.

Inadequate information is a particular problem in rural areas where even the youth unemployment rate often goes untallied. Data-gathering can be an important activity for a fledgling council, building team spirit and bringing into sharper focus the issues needing the most attention.

Another technique is so simple in concept that people inevitably are amazed someone has not done it before and are impressed that some group has finally done the job. The technique: compile a descriptive

directory of area organizations providing education, training, career guidance and counseling, and employment placement services. The advantages are several. First, just gathering the information in a professional manner immediately puts council staff and members in touch with a wide range of organizations. Second, the needs of these organizations and the needs of their constituents emerge as patterns from the overall compilation. Third, these needs can be shaped into council activities responsive to the community.

Simple? Don't believe it. Successfully gathering and publishing that information requires a level of credibility and turf neutrality that few groups can muster. Yet for collaborative groups like the Oakland (California) Community Careers Council or the Wayne County (Michigan) Interagency Collaborative Board, this was a natural assignment. Moving from directory to problem-solving projects and task forces became a realistic sequence.

In summary, keep these points in mind when developing a council agenda:

- Make sure you have the information necessary to make intelligent decisions.
- See to it that all key actors have an opportunity to participate in the decision-making process.
- Define goals (what you want to accomplish) as well as objectives (how you want to accomplish them).
- Set short-term and long-term goals and objectives you can reasonably hope to accomplish.
- Define goals and objectives in terms of *local* needs.
- Set goals that are feasible, yet broad and significant enough to generate enthusiasm.
- Use simple English when stating the council's purposes, avoiding vague or esoteric statements.
- Emphasize problem-solving, not fund-raising.

What approach should the council take in addressing its goals and objectives?

As mentioned earlier, councils generally are of three types: facilitators, demonstration project operators, and program implementors. Choosing which path to take depends on the nature of the community, the resources available, the council's own objectives, and the council's relationships with other institutions.

In Erie, Pennsylvania, for example, there were already 35 youth-serving agencies. The work-education council there has taken a facilitator approach, helping bring about more coordination and cooperation among existing institutions.

On the other hand, the South Berkshire Educational Collaborative in Great Barrington, Massachusetts operates a number of work experience and orientation programs it created because the area had no vocational schoool.

Councils should weigh the advantages and disadvantages of the three basic approaches to fulfilling goals and objectives:

Facilitators (also known as Catalysts or Brokers): By focusing on improved information sharing among existing institutions, the facilitator council is less threatening to the community than a more "aggressive" council. The emphasis is on neutrality.

Facilitator councils usually can do their work with small staffs. By focusing on efficiency, such councils can even be potent forces in eliminating needless red tape. Without projects to operate, a facilitator council is also less expensive to support.

But there are disadvantages to the facilitator approach. Business and labor, especially, are likely to be wary of a council that appears to be "all talk and no action." Business people are product-oriented. They like projects that *do* something, that have tangible goals. With their limited staffs, labor unions, too, like action-oriented projects. Facilitators, by working behind the scenes, rarely are in the limelight, a fact that may come back to haunt them if the council's funding source begins asking, "What have you done for us lately?" It's not easy to claim credit for organizing a project someone else managed successfully. Finally, facilitators may find it more difficult to get federal vocational education or CETA funding, which is usually allocated with a strong preference toward "hard" services such as job training or placement.

Demonstration Project Operators: It is often relatively easy to come up with money to operate a short-term project or to stage a one-time affair such as a Career Day. A short-term or one-shot project can

help give a council confidence and help establish its track record. Success with one project can lead to more elaborate initiatives.

Institutions may feel less threatened by a limited pilot project involving a few dozen youth or adults than by a massive and untested program with no guaranteed payoff. Demonstration projects also may be very useful to quickly fill serious voids in local services.

Several councils use a variation of the demonstration project approach, creating, then "spinning-off," new services to existing or new institutions. The hardest part is to assist employers, education institutions, and other agencies to translate the lessons learned from demonstration projects into improvements in their own ways of doing things.

On the other hand, there are always doubts about the long-term impact of short-term projects. Council members may begin to wonder if their efforts are really doing any good. Outsiders, too, may become confused about what the council is actually trying to accomplish. Short-term projects can suggest that a council is healthy and active or that it is going off in too many directions at once.

Program Implementors: Councils engaged in operating long-term (a year or more) programs funded by outside agencies are more common than you might think. They represent about 25 percent of councils nationwide and a few have budgets exceeding $250,000 a year. Several councils operate more than one program. The vast majority are funded with grants and contracts under CETA or vocational education auspices. An interesting exception is an intensive 44-week tool and die-making course created and operated with local funds by the Community Council on Careers of Greater Syracuse in upstate New York.

A council should get involved in a major program only if it truly has the resources. This means, at the least, a stable membership, strong leaders, the necessary administrative and other staff, and enough money to pay the overhead. Without these essentials, a council can destroy itself by mismanaging a program entrusted to it. Even if well-managed, a single large-scale project may consume staff energies, with other basic council objectives lost in the process.

On the positive side, success in implementing a new program can be very gratifying to council members and the larger community. Implementors have a high profile in the community, attract the recognition of action-oriented leaders, win over skeptics, and provide needed services.

But a program operated by a recently created independent agency such as a collaborative council can pose a threat to existing institutions. Educators may wonder why that new youth employment or career guidance program wasn't operated by the schools. Sometimes councils use their neutral broker role to manage projects where actual services to employers are delivered by a school or community college. The council helps the parties negotiate and design the program, then provides oversight and trouble-shooting. With the council "speaking the languages" of both sides, everybody comes out winners.

The bottom line for would-be implementors is this: make sure you know what you're doing and that you have the resources on hand before you sign any contracts.

Many councils use all three of these approaches. It may be appropriate early in a council's existence to do some very visible, even though one-shot, projects in order to become known. Later, the same council may find it has the credibility to take a facilitator or broker approach with existing institutions. Or a council that has long played the broker role may find that an opportunity to run a demonstration project will fill a need no one else in the community is prepared to address. And, of course, a council may use two or even all three approaches simultaneously, each one appropriate to tackling a specific community problem.

How large an area should the council serve?

The collaborative council concept has proved to be remarkably adaptable in a wide range of rural and metropolitan areas. Some councils serve entire counties, others are regional, and a few are statewide. The size of the council service area should be determined by local political realities, the resources at hand, and the council's agenda. Bob Ullery, New York State's former Industry-Education Coordinator, firmly believes that "a council should serve a labor market area regardless of political, school district, or other institutional boundaries."

Very large metropolitan areas and rural areas might be exceptions. One New York collaborative council collapsed in part as a result of spreading itself too thin over a six-county urban area. Big cities may contain so many kinds of neighborhoods — each with unique problems — that a city-wide council is impractical unless the very top leaders are solidly behind it. Sparsely populated states may find it hard to get widely-scattered people together for a meeting.

The key is to define an area which local leaders perceive as cohesive — as having common problems and the promise of solutions that make the most of the available resources. Thus, it is not so much the *size* of the service area as its *appropriateness* that is important.

One other hint: the service area mapped out by a council may have a lot to do with its eligibility for a variety of state or federal funds. For example, one work-education council chose to expand its service area beyond its original upper-income suburban base to embrace more of its natural labor market and education and training market area. This move enabled the council to qualify for funding from more than one CETA prime sponsor, to improve its credibility with state education and CETA programs, and to help develop a Private Industry Council serving the larger area.

What should the council's structure be?

Because councils are so diverse, it is almost impossible to prescribe an ideal organization model.

- One New England regional education-work council has 100 dues-paying members representing business, industry, education, labor, human service agencies, the professions, and the public. It is governed by a 20-member steering committee headed by three officers. Paid staff consists of two part-time program facilitators and a part-time secretary. This was achieved on an annual budget of $17,500.

- A council in Minnesota has 25 members representing city government, business, industry, education, police, labor, the Chamber of Commerce, and community service organizations and meets twice a month. There are two officers and a subcommittee that deals with new projects and proposals. Ad hoc groups work on specific activities. The council budget: $25,000.

- A midwestern industry-education-labor council operates on an annual budget of about $90,000, of which about half is considered a minimum "core budget" and anything above that as program expansion or special project monies. An active program is overseen by a 33-member board of directors balanced among education (secondary and postsecondary, public and private), employers, unions, government, and community-based service agencies. An executive committee includes representatives from each sector.

Hundreds of community volunteers are involved each year in council activities, with special project committees and staff responsible for volunteer recruitment. Yet another work-education council with a similar operating style considers all volunteers to be members, although all formal governance is handled by an 18-member board of directors.

- One urban council consists only of a few leading business executives from the city's leading business association, the superintendent of the public schools, and selected senior school system administrators. There are no by-laws, no budget, and no official staff. But the group has a chairperson and task forces which draw on corporate and school system staff for specific studies and programs.

- One council in California is independent, a member of the Industry Education Council of California, and governed by a nine-member board of directors with equal representation between business and education. The board has four officials and meets monthly. There are no standing committees, no paid staff, and a budget of $2,500.

Almost all of the more than 150 existing collaborative councils have a fairly formal structure, including a roster of members, one or more officers, regular meeting dates, by-laws, and objectives.

To incorporate or not to incorporate?

About half of the known collaborative councils are incorporated. Those that decide to incorporate as independent, private non-profit organizations must abide by Internal Revenue Service rules requiring a written constitution, by-laws, membership lists, and other essentials.

There are several advantages to organizing a council as a private, non-profit corporation under Section 501(c)(3) of the Internal Revenue Code. The principal reason for incorporating is to permit the council to receive tax deductible donations and to administer itself any funds received through contracts or grants. Other advantages include cheaper postage rates, limited liability of officers, and certain sales tax exemptions.

There are few disadvantages, the worst being the initial legal paperwork and the annual audit and report. But much of this effort is necessary anyway if only for internal accountability to members and supporters.

Councils that incorporate seem to do so as much for the psychological, political, and administrative sense of independence as for strictly financial reasons. Many councils find that having another organization acting as fiscal agent eventually leads to subtle (sometimes overt) restrictions that compromise the council's reputation as a neutral and procedurally flexible organization. Outside fiscal agents, for example, sometimes have charged their normal — but heavy — administrative overhead rates to the modest funds received by the council, or have tried to impose personnel policies on the council, or questioned expenditures. The danger in other words is that a fiscal agent, however well intentioned, may interpose an unnecessary layer of accountability between the council officers and the staff.

On the other side of the incorporation ledger are extraordinarily efficient relationships where the fiscal agent is a prime backer of the council. Here it is likely that the agency treats all budget and personnel administration and even office space as an in-kind contribution to the council and maintains a rigorous "hands-off" policy with regard to all program and personnel activities of the council. As long as the council does not appear to be "owned" by the supporting organization, this relationship can work beautifully. If the sponsor is itself a non-profit organization or government agency, all the benefits of council incorporation can be had on a "pass-through" basis.

Should we hire a staff?

Nearly 70 percent of the councils in existence today have at least one paid staff member, either full- or part-time. Often, the council's executive director gets a salary, but several councils have only a secretary on the payroll. Deciding whether or not to hire staff depends entirely on the council's objectives and the amount of money available.

There is general agreement among council leaders, however, that at least one person should be able to devote considerable time to the council. More often than not, a council member with a full-time job will quickly discover that the phone calls, lunch meetings, contact-making, and incidental paperwork that goes with even a beginning council can take an enormous amount of time.

A good executive director will do much more than plan meetings and take care of red tape. A full-time, paid director is responsible for carrying out the policies and programs of the council on a day-to-day basis, but also is intimately involved in helping the council build its membership and sustain member involvement, forge solid linkages among the community's institutions, and gain recognition as an action-

oriented council. It's a gradual building process that requires much legwork and many phone calls and meetings. Since few people can add these responsibilities to their paying jobs, councils that rely solely on voluntary time may get short-changed.

In one rare successful example, a college dean for continuing education has designed his job description to include the functions of an executive director/president of the council. Thus the two roles overlap and the college, in effect, provides the council with a loaned executive and administrative services.

Some councils have been able to enlist the services of a school or college administrator or a corporate executive on loan from the National Alliance of Business, Chamber of Commerce, or a local company. Thus, the council gets a full-time executive at no cost. But be aware that the "gift" of a full-time executive may be accompanied by subtle strings undermining the council's independence.

The problem, of course, is that supporting an independent staff means paying a salary, benefits, and expenses. That means money.

6

THE FUNDING GAME

It would be impossible to put a dollar value on the countless hours volunteered by hard-working council members. For most councils, this selfless commitment is their greatest resource. At the same time, however, over 90 percent of today's collaborative councils also have cash budgets ranging from a few hundred dollars to several hundred thousand dollars. Without these funds, councils would find it impossible to achieve most of the goals they have set for themselves.

Before a council starts beating the bushes for grants, contracts, and contributions, however, it should be able to answer two important questions:

- Why are we seeking funding? What kind of organization do we want our council to be?
- What do we plan to do with this specific money? How will it fit with our longer range plan for financial support?

Answers to these questions will help steer a council toward the most appropriate funding sources. It's best to be choosy. Rarely is money simply given away; there are almost always strings attached. Deciding which funding sources will be most useful in helping a council achieve its goals and objectives can be confusing.

When thinking of funding, keep these three rules in mind:

1. ***Know thyself and thy council:*** Members must know their own and their council's motivations, strengths, and weaknesses. Without this self-knowledge, a council may find itself tied to a funding source that does nothing to enhance the council's status and significance to its members and its community. Be honest in assessing the needs of both the council and the community. Then ask yourself these questions:

- Is the philosophy of the funding source toward education, training, and work issues similar to the council's? Where are the points of agreement and possible divergence?
- Is the council looking for core support of organizational functions, for support of on-going projects, or for special projects?
- Should the council seek funding for itself or should it put together a multi-agency project? Exactly how does the opportunity for funding fit with council and community needs?
- Should the council assume a principal role or a supporting role in the fundraising effort and in the proposed activities themselves?

Whether you are dealing with a foundation, corporation, union, or government agency, the best weapon in your grantsmanship arsenal is an impressive track record demonstrating that the council is a "doer." Any funding source is betting on your future performance. Each needs to be convinced at each step that your ideas are significant, well-organized, and feasible.

Lacking that track record, you are dependent on the ability of council members and staff to locate "seed" money.Sometimes, of course, the reverse is true: the seed money comes hunting for a community. For instance, foundation and some state and federal government agencies have used the "carrott of a grant or contract to attract community leaders to the concept of collaborative councils. Either way, the funding relationship boils down to the

credibility of the council in the eyes of the funding source and the council's own analysis of the closeness of "fit" between the respective aims of council and agency.

2. ***Funding should help the council unite the community:*** Funding that provokes jealousy and turfdom splinters rather than unites the community. Funding should always enhance the council's role as a neutral intermediary agency.

   One obvious danger is that the council may be competing for funding with another local organization. Any competition of this kind — unintentional or not — undermines the credibility of the council as a neutral meeting ground and "honest broker" of program information. Funding initiatives must be backed up by the informed best judgment of key members from each sector.

   The other danger is in the council's becoming beholden to a funding source in subtle ways so that the funder begins "using" the council to accomplish its own goals at the expense of the council's goals. The funding source may begin dominating the council's decisions (at least in the area being funded) to an extent that causes unhealthy power struggles that work to no one's advantage. These problems can usually be avoided by making sure the funding source and the council understand and agree on the ground rules before a contract is signed or a grant accepted.

3. ***Never forget the council's role as a broker and "networker":*** Many councils play an important role when they patch together funds from a variety of sources to fill a community need. The council might not operate the resulting project itself but will have been a crucial broker of available resources. Dozens of councils consider this brokering role their most important mission.

Funding Sources

Council funding comes from a dizzying variety of sources. Many councils have shown considerable ingenuity assembling sizeable budgets from foundation grants, state grants, membership dues, contracts, and private contributions.

For example:

- The Tri-Lateral Council for Quality Education, Inc., in Boston, Massachusetts gets its core budget of $100,000 in approximately equal amounts from corporations, the public school system's desegregation program funds, and state occupational education funds. In addition, during 1978-80, the council operated a $322,000 in-school youth transition project funded by the U.S. Department of Labor.

- The Long Island Region Industry-Education Council has put together an $83,000 budget from industry and school district donations, CETA contracts, and membership dues.

- The Educational Resources Association in Newark, Delaware gets half its $110,000 budget from the state vocational education department and the other half from a state grant-in-aid.

- Vocational Education Act funds have been used by a number of states — notably New York and Illinois — to support council development. Others — notably Michigan — have used CETA funds, including the state vocational education "setaside" funded by CETA.

- The Community Career Development Council in Corning, New York has raised $90,000 from local sources, including the Chamber of Commerce, United Way, and local businesses. This was augmented for several years by a $200,000 grant from the Appalachian Regional Commission.

As Bob Sakakeeny of the Career Education Consortium, a council in Worcester, Massachusetts says: "There are a lot of funding possibilities out there. It's just a matter of tying into them at the right time and in the right way."

What this adds up to is the almost unanimous preference among experienced council directors for "cafeteria" or multiple sources of funding. The objective, according to the Industry Education Council of California's director, Henry Weiss: when one source of project income dies, others are on-going (and on different time-lines) and the council is not wiped out.

Even when there is a temptation to take resources from a single source, says Weiss, multiple sources should be considered for a variety of reasons:

- Stronger buy-in by other participants who may be involved, but are not as avidly committed when *their* money is not at stake.

- Some continuing resource allocation by other participants when the major funder expires.

- The political shift away from public and to private sector resources puts a new obligation on the private sector to take over some social problems, particularly those in which they have a vested interest — such as youth transition to employment. The private sector can be tied to an otherwise public or agency funding resource, through shared funding or funding beyond initial grants.

The number and variety of available funding sources will vary from place to place. It is a rare local council with more than three simultaneous sources of cash support. Broadly speaking, there are four basic categories of funding sources: business and industry, public sector, community sources, and foundations.

Business and Industry: Corporations and small businesses are heavily involved in many collaborative councils. They may be local companies or national corporations. Funds may be in the form of contributions or contracts for specific services such as the provision of occupational information. Typically, the biggest corporate supporters of councils are banks, utilities, and other large locally-based service firms. According to one big-city council director, these companies are supportive because they cannot simply pick up and move when problems in their communities become serious.

Several councils have come to life by piecing together the components of training programs important to local industries: linking CETA, vocational skills centers, and employer hiring into an effective machine tool training package for example. The resulting credibility can result in business membership dues as well as government project funds.

Public Sector: The public sector is made up of many organizations. Potential funding sources at the local level include Comprehensive Employment and Training Act (CETA) offices, schools and colleges

(especially those that receive federal funding under the Emergency School Aid Assistance Act, Elementary and Secondary Education Act, Vocational Education Act, or Career Education Incentive Act), and other city government agencies (including economic development, Housing and Urban Development, arts and humanities, etc.).

Most of these local agencies have state counterparts with sizeable amounts of discretionary funds to spend. These include state departments of labor, education, and economic development, plus the governor's office and the state legislature. And don't forget that these state programs have their own governing, advisory, and planning boards, probably with members appointed from your geographic area. These persons may themselves be members of a local collaborative council. Even if they are not, they can be helpful in alerting you to funding opportunities or giving the council's achievements and ideas more visibility. This too can lead to funding.

Limited funding can also be received on a highly competitive basis directly from federal government agencies. Such funds usually are restricted for specific projects run on a one-time demonstration basis. In some cases the applicants for demonstration funds must be local education agencies or CETA prime sponsors or economic development agencies.

In addition to helping schools, colleges, and community service agencies develop joint proposals for special projects, a collaborative council frequently can be written into proposals submitted by those agencies. Whether the topic is job creation or career planning for the handicapped or improving vocational education, if involving community resources and information is an essential factor, you have a rationale for including some financial support for council participation. Federal funding sources are listed in the ***Catalog of Federal Domestic Assistance*** (a detailed description of all federal grant-in-aid programs), the ***Federal Register*** (which publishes all new federal regulations and announces grant competitions) and ***Commerce Business Daily*** (lists all contract opportunities to provide goods and services to the federal govenment). These publications are available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402, or in the larger branches of public libraries, or may already be subscribed to by organizations represented on your council.

Many less expensive newsletters will alert you to federal funding sources also. Some of these newsletters are privately published, others are available from national organizations concerned with education and

work or collaborative councils. See Appendix C for a listing of additional resources.

Remember also that most colleges, larger school systems, and many United Way organizations already have staff who are experts in grantsmanship and liaison with state and federal agencies. Time and again these people have found it in their self-interest to involve their organizations in collaborative projects developed through a collaborative council.

Community Fundraising: Several councils have had great success seeking donations, conducting membership drives, and providing contracted services. Donations may be in cash but more often are in the form of in-kind services. In-kind contributions are an ***extremely*** useful source of support and in many cases far exceed a council's cash budget. Non-cash contributions include office furniture, clerical help, stamps, printing, stationary, phones, office space, meeting rooms, travel subsidies, and computer time.

A word of caution applies to accepting in-kind contributions that relates back to the general discussion of the danger of the council's being co-opted by a funding source. A council that, for example, accepts office space at the Chamber of Commerce or in a school building *may* be considered by other sectors of the community to be tied too closely to the donor, to be a "mouthpiece" for that particular sector — in other words, to be giving up some of its neutrality in the community. This is certainly not always the case; many councils do have offices in Chambers of Commerce, public school administration buildings, or on community college campuses. The point is to be awae of the possibility for misunderstandings. The physical location of your office space can say different things about your council. Make certain it says what your council wants it to say and that it is a place where all members feel welcome. A good solution to the use of donated meeting space might be to rotate among member organizations' conference rooms.

A few councils acquire some of their operating budgets through membership fees. Rarely do membership fees by themselves keep a council afloat, however, unless the budget is very small. Councils have used a wide variety of membership plans successfully, including: inexpensive individual memberships and more expensive institutional fees; fees based on institutional size; membership fees based on a percentage of an agency's budget; group memberships; and special status or recognition for institutions buying a "patron" or "underwriter" membership.

Councils also can raise money by providing a service under contract to a community organization. For example, the council in Worcester, Massachusetts conducted a series of surveys and inventories for a local business-industry group.

Foundations: Competition for foundation grants is often intense, but some careful homework can often turn up foundations interested in supporting particular issues or activities. Foundations may be private, non-profit institutions or corporate foundations — the funding arms of large corporations. They may be national, regional, state, or local in scope. Local foundations are particularly worth looking into because their interests are often in bettering the local community or region.

According to the ***Taft Foundation Reporter,*** there were 28,000 private foundations listed with the IRS in 1978. The ***Reporter*** describes in detail the 550 largest of these foundations. The Taft Corporation also publishes a ***Corporate Foundation Directory***. (See Appendix C for details.)

Whose Responsibility Is It?

Fundraising is not a one-person job but to varying degrees the responsibility of each member of the council. Nevertheless, certain individuals will have better access than others to funding sources. Assigning responsibility for a fundraising project will depend on the source of potential funding, the purposes for which the funds are being sought, and who will benefit from receipt of the funding (besides the council).

In many cases, the council director will take the lead. For example, the director of the Education and Work Council in Erie, Pennsylvania has been directly involved in the planning and preparation of a number of funding proposals in conjunction with local agencies and institutions. The director personally develops "contacts to help ensure future funding avenues remain open."

In other cases, the director will work with several council members. The Portland, Oregon Work-Education Council pursued this approach to secure support from the Governor's CETA discretionary funds for core support and to develop a "how-to" manual.

The Tri-County Industry-Education-Labor Council in East Peoria, Illinois has a "Committee for Future Fund Raising." The Work-Education Council Bayamon, Puerto Rico recruited sponsors through an initial mail contact and follow-up visits by council members.

Beginning the Search

Many councils get their start with a single grant or contract. But the council with an eye to the future will begin almost immediately to diversify. Federal and state funding, especially, is notoriously temporary — appropriations can be cut, legislation gets rewritten, priorities change, administrations come and go. Foundation funding, too, is usully for a specific period of time.

Reliance on a single source of funding is perhaps the biggest mistake a council can make. Dangers include the possibility of a fatal setback should the money suddenly run out, and the risk of becoming nothing more than a mouthpiece for the agency or organization providing the funds. Single-source funding is a dangerous addiction.

Multiple-source funding should be arranged in overlapping cycles so there will always be enough money coming in to meet basic overhead expenses. A sudden "dry spell" can destroy a council's momentum and undermine its credibility. And, needless to say, a council should begin seeking new funds long before its current grants and contracts run out. The whole idea is to insure funding continuity and a logic in the sequence of council activities.

There is much advance work to do before a council is ready to begin applying for specific funds. A council must know:

- What funding sources share their interests?
- What are the reputations of various funding sources?
- What political realities are attached to various sources of funds?
- What strings are attached?
- How much is available?
- What are the application procedures?
- Who has gotten it in the past?

The next step, typically, is preparation of a *prospectus* of three to five pages describing what the council proposes to accomplish with funds from a grant or contract. The prospectus should answer these questions:

- What are your objectives?
- Who will benefit?
- What do you want to do?
- How will it be done?
- Who will do it?
- How long will it take?
- How much will it cost?

A council should develop a prospectus first for internal use, then fine-tune it into a document that will get the attention and interest of people who control the purse-strings.

In many ways, a *proposal*, the mechanism usually used to formally apply for funds, is simply a more detailed version of the prospectus. Proposals are written differently depending on the intended funding source, whether it is a federal, state, or local agency or a foundation. Good proposal writing and the political "grantsmanship" that go with it are skills that take years to perfect. Probably the best way to learn is to "apprentice" yourself to someone in the community with a reputation for successful proposal-writing.

Whether they are two pages or a hundred pages long, all proposals contain certain essential information;

- The purpose for which the funds are being sought
- The expected outcomes resulting from expenditure of the funds

- Who will do what for whom
- Who will direct the project and manage the grant or contract money
- A detailed budget covering all aspects of the project from staff salaries to long-distance telephone calls
- A description of the organization applying for funds and why it has the credibility and experience to carry out the proposed project

Funding sources usually provide guidelines for what is expected in a proposal. These guidelines may be a fairly detailed outline, or a list of questions or areas of discussion to be covered. Further information about the art of proposal writing is available from many sources, including several good books and seminars (see Appendix C).

A good proposal will not guarantee funding, of course. Winning a grant or contract is a measure of the council's credibility and clout as well as the quality of its proposal. Be aggressive, yet tactful. Leave no stone unturned. Cultivate the people who count. Don't be shy about pulling strings, but remember that a council does not operate in a political or social vacuum. And, while the competition for funds may be fierce at times, never lose sight of the fact that the council is there to unite the community, not destroy it through internecine warfare.

In the final analysis, fund-raising is just about everyone's least favorite job. But it's the one that pays the bills, so don't ignore it.

7

SUSTAINING INVOLVEMENT AND MAKING A DIFFERENCE

The birth of a new organization is nearly always accompanied by a burst of enthusiasm. But all too often that enthusiasm quickly collapses into apathy or disillusionment and the organization grinds to a halt.

Grass-roots organizations are especially prone to the "flash in the pan" syndrome. Sustaining interest and momentum are tough challenges and, unfortunately, there is no simple prescription to help the council avoid premature hardening of the arteries. Keeping a council alive and functioning means doing a number of things right:

Setting action-oriented and achievable goals and objectives:

Councils that get mired in endless discussions will soon self-destruct. The agenda should be action-oriented and provide a balance between tangible short-term objectives and longer-range goals. Serious problems such as the lack of basic and occupational skills or the need for more serious work experiences for new labor market entrants are too big for any council. Breaking into "bite-size" pieces will help sustain the commitment of council members through the inevitable ups and downs. There must be a sense of forward motion; a sense that more is going on than just talk.

A delicate balance between short-term and long-term goals and objectives is also a powerful tool for institutional change. As one council director explained:

> If employers or volunteers were willing to become involved in even some small way, no demands were placed on them for any kind of total commitment. As their confidence grew, the intensity and scope of their commitment tended to broaden ... For example, if asked to reassess youth hiring practices, an employer would naturally feel threatened and hostile. But when offered the opportunity to give mock job interview practice, with no obligation to hire, companies began to add more young people to their staffs. On the surface, the ... goal was to help young people learn to sell themselves. But the long-term goal was to develop more job opportunities for youth.

Making sure at least one person has enough time to devote to the council:

Collaboration takes more time than most people imagine. The phone calls, meetings, and leg work can seem endless. Busy executives who try to squeeze council business into an already crowded schedule are benefiting no one, no matter how sincere their commitment. That's why so many councils hire full-time coordinators or pay their executive directors a salary.

Some of the council's day-to-day work can be delegated to staff members, whether paid or volunteer. Staff members can play such vital roles as:

- Researcher — conducting research for the council and providing input into council decisions;
- Consultant — providing technical assistance to other community agencies and organizations;
- Facilitator — helping conduct meetings and coordinate activities;
- Spokesperson — representing council interests to various audiences and negotiating on behalf of council leadership; and
- Promoters — carrying out necessary public relations functions.

Another way to make the most of a council leader's time is to use audio-visual materials wherever possible. For example, a slide-tape presentation can be just as effective as the executive director in explaining to the community what the council is all about. Audio-visuals are also useful as training or basic consciousness-raising aids.

Getting everyone involved:

This "rule" may seem to contradict the preceding one, but in fact they complement each other. While a council needs one person with the time to see to the many day-to-day details and to accomplish much of the coalition building, it also needs the energies and influence of council officers and members. If council responsibilities and activities are not shared among the members, they'll begin to wonder why they're needed, and whether the council is really practicing collaboration.

Each member will bring individual assets to the council and these should be put to use quickly. Of course, not every member will be a part of every project, but leaving a member or participating institution always on the sidelines is a sure way to create dissention or — worse — apathy. The idea is to create in council members a sense of "ownership" in the various activities and allow them to take the credit. Ways to give credit where credit is due include:

- Annual awards dinners
- Resolutions of appreciation
- Letters of appreciation
- Letters to members' superiors
- Invitations to appear at state and regional functions
- Press coverage of member activities

Building effective leadership:

Chapter 4 discussed the importance of leadership to a council, both internal and external leadership. Over the long haul, a council must give serious thought to how leadership can be sustained, how potentially

gifted leaders can be identified and encouraged, and how ineffective leaders can be weeded out without causing alienation.

Different members will undoubtedly have leadership skills in different areas; these skills need to be developed so that members know they are being counted on for taking leading responsibility for certain tasks. Weeding out ineffective leaders is, of course, a very touchy problem. It can be done, however, if the council keeps in mind that every member has something to offer. Find that something, and nurture it. After all, most people feel much more comfortable and find it more personally rewarding to do something they do well, even if it isn't the most "important" task of the council.

Building influence in the community:

To have any hope of achieving its goals and objectives, a council must have influence in the community. Influence is also a prerequisite to successfully competing for funds. A council that lacks clout in its community will not be able to sustain the commitment of its membership very long.

Councils build influence in several ways:

Alliances with local political institutions. In Erie, Pennsylvania, for example, the mayor and county commissioner are ex-officio cochairmen of the work-education council. Another council in Sacramento, California has two state senators among its members. Keep in mind, however, that elected officials remain in office only as long as voters keep them there.

Support of key community leaders. The endorsement or active participation of top civic or business leaders is a powerful asset to a council. The Tri-County Council of East Peoria, Illinois, is consistently supported by labor unions and the area's largest employer. Similarly, the Industry Education Council of California boosted its credibility and influence with the support of major corporation chief executives. And Jobs for Delaware Graduates, Inc., a statewide collaborative youth employment program, is headed personally by Governor Pierre DuPont.

Success with a collaborative school-to-work project. Many councils, however, have been started successfully without the initial support of top community leaders. Such councils have had to make do with the "instant

influence" of high-level endorsement and prove themselves worthy of trust and respect. A short-term project designed to fill an immediate community need is one way to go about it. According to the former director of a work-education council in rural Michigan:

> The early council leadership did not wait for unanimity in order to proceed. Instead, the founders focused on short-term projects that would interest sizable numbers of people and then proceeded to recruit volunteers as quickly as possible ... The council leadership stressed as policy the need for visible sucesses in order to establish credibility of the organization and its potential as a problem-solving agent and/or catalyst.

Becoming a community information center. Many councils begin building information resources early through conducting community resource inventories and needs assessments. Councils also have information on the local job market, education systems, and training programs. They should have information about state- and national-level education/work policies, legislation, regulations, and resources. A council should soon find itself with a good "library" as well as much information in the heads of staff and members. Make it known that the council has these resources so that others will come to the council for information and brokering services. For example, the Worcester Area Career Education Consortium opened local corporate eyes and minds a few years ago with a half-day leadership seminar on regional demographics, technological change, and labor market implications. Wanting to know more about local education and training providers, the leading business group asked the council to do the research and prepared a report.

Staying flexible:

A council that clings to its original agenda and refuses to evolve along with its community will soon become obsolete. A council must be prepared to cope with both external and internal change. In its dealings with the external community, a council will be heavily affected by changes in political administrations, the economy, the relationships among community organizations, and the priorities of various funding sources.

Internally, change may come about because leaders and members of

a fledgling council made up primarily of educators and business people may begin with a fairly limited agenda. Later, as the council becomes more comfortable with the concept of collaboration and brings in members from other institutions (labor, CETA, volunteer services, etc.), the agenda may be expanded. And, of course, leaders and members may change as people move into and out of the community or change jobs within the community.

Change may also result from the vagaries of funding. The strings attached to various funding sources may require a council to modify the size of the area it serves, undertake particular types of projects (job placement, for example, instead of career education), or focus on special segments of the population. Even the membership of the council may be dictated in part by funding sources.

The bottom line is this: to be successful as an agent of institutional change, a council, too, must be willing to change with the times.

Staying politically aware:

Collaborative councils will quickly find themselves right in the thick of local politics. Intricate relationships exist among institutions and individuals and these relationships change, sometimes overnight. A council insensitive to local political realities will soon get itself into trouble. Grandiose expectations, simple-minded "strong-arming," threats, or glossy "public relations" solutions are signs of political naivete and will deprive a council of any chance of reaching its goals.

A politically astute council will know its community well, will invite the support and involvement of political leaders, and will "bend" a little when that's what gets the job done. This is not to suggest that politicians or political relationships should be "used" or exploited, or that a council would violate its basic mission to accomodate political realities, but rather that a sensible understanding of and balancing of political realities is a must. Political education should be an ongoing activity for all current and future council members.

Avoiding pitfalls:

Long-term health depends on more than just doing the right things. It also depends on avoiding a number of predictable traps:

- Domination by a single interest group
- Sustained battles over institutional turf

- Biting off more than the council can chew
- Fighting unpopular or impossible "crusades"
- Serving too large an area
- Slipshod fund-raising

In short, a council will stay together only so long as most members feel their time and efforts are accomplishing something. A feeling of progress and achievement — even if the victories are small — is absolutely essential to the success of any voluntary organization, collaborative councils included.

DO'S . . .

- Set action-oriented and achievable goals and objectives: select "bite-size" projects
- Make sure at least one person has enough time to devote to the council
- Get all council members involved
- Build influence in the community
- Become a "neutral and honest" information center
- Stay flexible
- Stay politically aware

. . . DONT'S

- Get involved in sustained battles over institutional turf
- Take on more activities and projects than the council can handle
- Be disorganized or unprofessional about fund raising
- Become dominated by a single interest group
- Try to serve too large an area
- Fight unpopular or impossible crusades

8

SPECIAL ISSUES FOR RURAL COUNCILS

The collaborative council concept has proved equally adaptable to urban, suburban, and rural settings. Although councils in any area are quite different from one another, those that serve rural areas have had to deal with a number of common problems and circumstances. That is not to say that all parts of rural America are the same. Quite the opposite is true. In fact, one major problem rural councils face is bringing together diverse interests that in a single area may include farming, industry, small business, and public services.

Nonetheless, rural collaborative councils share a number of problems and have shown great creativity in devising ways to solve them.

A narrow range of job opportunities and/or widespread unemployment:

Unemployment and poverty are intractable facts of life throughout large segments of rural America. One result is that young people leave as soon as they are able for jobs in the cities and suburbs. Several councils are working to improve local job conditions and better acquaint young people with existing job opportunities. For example, the Career Education Advisory Committee of the Attleboro, Massachusetts Chamber of Commerce stays in touch with college-bound high school seniors to discourage their leaving the area. Many other councils conduct local career exploration and work experience programs.

Councils in Corning and Poughkeepsie, New York are engaged in economic development activities, including arrangement of custom training for incoming industry and expansion of the local machine trades industry. Other councils are helping to improve local training.

Long travel distances and inadequate public transportation:

The long distances between rural communities not only make it difficult for council members to attend meetings, but also for local youth to commute to vocational schools or job sites. An Interagency Collaborative Board in rural Michigan was able to hold less frequent meetings by decentralizing many of its collaborative responsibilities to paid coordinators hired in each of the two counties served by the ICB.

Students in the rural community of Great Barrington, Massachusetts had to travel outside the county to obtain vocational training. The South Berkshire Educational Collaborative responded by creating contracted, individualized vocational education programs now involving 80 students in 50 different trades.

Inadequate statistical information:

Because they are located outside the federal government's Standard Metropolitan Statistical Areas (SMSAs), rural communities are often without even basic data such as youth unemployment rates or local hiring needs. Several councils have been active in gathering this information for the first time, either on their own or through subcontracts with community colleges or economic development agencies. Often, these councils will then publish and distribute this information to CETA, education, and other agencies. Several Interagency Collaborative Boards in Michigan are expanding the availability and quantity of information in the computerized Michigan Occupational Information System. An ICB in Marquette, Michigan is helping create a six-county computerized job data bank to aid employment and training program planners. The data base will list employers, anticipated openings, and their willingness to hire or train CETA-eligible and cooperative education youth.

Inadequate resources to finance public projects:

Because rural projects often are more expensive than their urban counterparts of similar scale, federal funding tends to be inadequate to the need. This "urban bias" compounds the existing financial problems of rural America. Making the most of limited resources is what collaborative councils are all about. A work-education council in rural Alma, Michigan has put together funds from several sources, including CETA, private donations, the National Alliance of Business, Michigan Department of Labor, local businesses, and the Michigan Employment

Security Commission. The council's activities include a resource clearinghouse, job information tours, career exchange days and a temporary employment service for youth. Other councils with special interests in career education have enlisted the voluntary aid of dozens of local organizations, including volunteer fire departments, Lions Clubs, Kiwanis, 4-H, Explorer Scouts, Knights of Columbus, Future Farmers of America, and others.

Cautious or parochial attitudes toward institutional change:

Leaders of rural collaborative councils generally agree on the importance of taking a slow and deliberate approach to solving local education-work transition issues. According to a New England council organizer: "We had to start where the community was, not where we wanted to be." Mary Agria, former director of the Alma, Michigan council agrees that rural councils must be "non-threatening." But Victor Pavlenko, director of a work-education council in Sioux Falls, South Dakota, cautions that any new organization in a rural community will create tension if it is trying to do something no one else has ever done before. Advising a "slow and easy" approach, Pavlenko says it may be better for a developing council to work first as an informalrather than formal group.

Ultimately, rural collaborative councils, more than any other type, must be intensely *local* efforts, involving a wide cross-section of the community, enhancing the community's general quality of life, and reflecting its prevailing values.

But if rural communities share a set of common problems, they also have numerous resources on hand that are usually lacking in the cities: a spirit of voluntarism; community pride; vast networks of interlocking friendships and acquaintances; intimate knowledge of the community; and political and social stability.

Because rural community leadership generally is composed of a fairly small number of people, collaborative councils may find it comparatively easy to forge linkages among CETA councils, school boards, vocational education advisory panels, business and labor organizations, and other groups.

Says Mary Agria: "I think the most exciting thing about the council is the way it pulls the community together. Everybody feels responsible for what their community is and what it becomes."*

*See Appendix B for references to resources of special interest to rural councils.

9

EVALUATION: HOW ARE WE DOING SO FAR?

Passengers in a jet plane traveling at six hundred miles an hour probably feel confident they are making swift progress toward their destination. But that confidence is based largely on their trust in the pilot and unless they can look out the window for familiar landmarks, the passengers will in fact have no idea whether or not they're headed in the right direction.

Evaluation is really nothing more than creation of a series of guideposts to help a council stay on the right path. Too often, councils rely on "obvious" signs of progress that may distort or mask the truth. For example, a council with a big budget and many projects may look like a success. But what if all that activity is having little real effect in the community? Another council may boast that nearly all its members show up for every meeting. But what if someone important is being left out or if those members enjoy their social contacts but fail to follow through on council projects?

A written set of evaluation guidelines can help a council explain to the community what is being achieved and what more needs to be done. Funding sources, too, will be asking for indications that their money is being used effectively.

But while the importance of evaluation is clear, the best way to go about it is not. Collaborative councils, by their very nature, defy a statistical approach to evaluation. Few councils have direct control over major projects where they can say they served, for example, 500 youngsters, found jobs for 50 percent, and persuaded 95 percent to stay in school. The process of collaboration is much more subtle and complex.

So how *does* a council go about assessing its progress to its own and the community's satisfaction? For any self-evaluation to succeed, a council must be able to step back and take an honest look at itself and how it fits into the community as a whole. One way to view the "big picture" is to examine five basic functions or processes of the council:

- Internal organization and membership
- How the council works with other agencies and organizations in the community
- The extent to which collaboration between the council and other service organizations supports or carries out various education-work activities
- The immediate outcomes stemming from these activities
- The contribution of these immediate outcomes to more integrated and systematic education-work transitions for local citizens.

These processes flow into and from one another, changing along with the council and the community. However, by answering a series of questions related to these five processes, a council can wind up with a fairly accurate "snapshot" of itself. Some basic self-assessment questions include the following:

Internal Organization and Membership

- Is the membership broad and deep enough, and is there sufficient flexibility to allow the participation of several institutions within a sector (such as elementary, secondary, and postsecondary education) and of several decision-makers and implementors within a key institution? Are there any sectors or significant groups, like youth, labor, or parents, who are not represented on the council or whose representation would strengthen the council's ability to generate creative ideas, sell those ideas to community leaders and funding sources, or make interagency projects more feasible?

  Without a broad-based and balanced membership, the council may be functioning as an "arm" of only one or two community sectors, and may, therefore, appear threatening to other sectors.

- Do council members have the respect and support of their peers; does the council possess a "team spirit?"

  Even a broad-based council will not be really balanced if it is dominated by one or two sectors. The essence of collaboration is mutual and equal responsibility for decisions and actions.

- Is turnover among council leaders and members higher than desirable and are there any special problems recruiting new members?

  Constantly-changing council leadership and membership will, of course, lead to instability and lack of continuity. It will render the council unable to develop policies, activities, and, perhaps most importantly, relationships that mature over time and are followed through. On the other hand, and closely related to the next question, a council shouldn't become so dependent on one or even several leaders, that it will be unable to function if they choose to or have to leave the council. Some changes in members are natural and even refreshing.

- Do leaders have the key attribute of being able to work with a variety of organizations and individuals? Does the leadership and membership structure permit development of new leaders?

- Does the council structure allow for implementation of council policies and activities without undue delay?

  A council that can't act on its decisions because of inefficient structure will become bogged down in talk, committee wrangling, and find itself at a virtual standstill. Keep in mind the need for members and the community to see evidence of forward motion, of accomplishment, to sustain interest.

- Is there evidence that council members and leaders are gaining new knowledge and sophistication about local education, employment, and training needs? Do council members believe they are having an impact on education-work issues?

How the Council Works with Other Agencies and Organizations:

- Are activities designed to meet the council's goals and objectives and are these understood by the community? Does the community perceive a clear rationale for these activities? Are they clearly connected to the related activities of employers, unions, schools, colleges, and community service organizations?

A council rarely will have much influence in its community if it is not widely known and if its activities are not understood by the general community. Many councils have prepared brochures or booklets to describe the council. These brochures often are distributed free through Chamber of Commerce, school, and other organizations' mailings, and might be available at public libraries and service agencies.

- Is there evidence of a growing "network of staffs" among organizations with overlapping constituencies? Have service organizations begun to coordinate their planning procedures in terms of timing, sequence, and participants?

- Have outside agencies committed any of their resources to improving coordination with council activities? Conversely, has the council helped coordinate the delivery of services by two or more agencies?

  A council can encourage better use of probably limited local resources by brokering new relationships among these services.

- To what extent is the council known to other community groups, especially employers? Has there been growth in the number and types of organizations that have either joined the council or become involved with it?

- To what extent has the council gained the support of state and local government agencies?

  State and local government agencies can help a council acquire needed information on such things as the local job market, vocational training programs, and so forth. They can also alert councils to resources available — other information sources, assistance sources, and financial resources. A council doesn't need to "go it alone"; there are other resources available that should be tapped into.

The Extent to Which Collaboration Between the Council and Other Service Organizations Supports or Carries Out Various Education-Work Activities

- Are the council's activities relevant to community needs? Is the council flexible enough to respond to changing needs?

The best designed activities will not stimulate the interest of the community if they are not relevant to the community's current needs. Many councils design programs and activities to meet immediate needs with the understanding that other organizations will take over the activities or that they will become self-sustaining. The council then moves on to tackle a new emerging need. One very important role a council can play in its community is to alert the community to developing situations ***before*** they reach crisis proportions. The council's information base and close relationships across the entire community can enable it to see developing difficulties perhaps before other more isolated organizations and agencies recognize them.

- Is the council's responsibility clearly defined for each activity? Is the council's role as facilitator, project demonstrator, or program implementor appropriate?

  If the council's role is not clear in relationship to other organizations and agencies participating in an activity, the ground is fertile for dissension, and turf battles, Before activities begin, roles should be clearly understood by all participants.

- Are council activities within the bounds of available staff and financial resources?

  Nothing is more frustrating than trying to do more than is humanly or financially possible. Everything begins to fragment and fall apart at the seams. Need we say more?

- Is the community aware of the council's participation in various activities?

  Councils may want very different levels of visibility in their communities, at different stages of their existence and relative to different activities. The answer to this question certainly needn't be a resounding "yes" all the time. A council may want to "keep a low profile" until it is well organized and sure of its capability to follow through on announced activities. Also, there are times when it is very appropriate for a council to let other organizations take major credit for getting a job done.

Immediate Outcomes:

- Have council activities led to the desired outcomes? Have the outcomes of activities produced any unexpected benefits or problems? Who benefitted?

A council should have a pretty clear idea of what results it expects from an activity. Nevertheless, there can be unexpected results. Unexpected benefits are pluses, of course, but unexpected problems, too, can be analyzed and the information used to better design future activities.

- In what ways are these outcomes measurable?

  Outcomes of many council activities aren't quantitatively measurable. It is difficult to say, for instance, that a particular policy statement affected the thinking of 10 city council members and 6 school board members. But if the climate in the community is beginning to change, if institutions are becoming less rigid in their relationships with each other, you'll hear about it. Keep track of these informal (and sometimes formal — letters of thanks, for instance) assessments you get from others to keep the council informed of its influence.

- Do outcomes benefit those who need help the most?

  Although many councils do not target their activities to "disadvantaged" populations, they do usually try to reach community members who need services they aren't receiving adequately, or at the least to make certain that services are truly available to ***all*** who can use them.

- Has the community been made aware of the positive outcomes of council activities? What have the council and the community learned from the outcomes of various activities?

- In what ways do activity outcomes relate to one another? Has the outcome of one activity helped pave the way for a related or entirely different activity?

  A council's activities should have some coherence both philosophically and practically. Many councils use initial, small-scale activities to build confidence in themselves and the community, then build broader and more complex programs from that base.

- In what ways have outcomes improved or impaired collaboration among organizations?

  Ideally, of course, outcomes should improve collaboration and even lead to further collaborative activities as trust is built, as suggested above. If council activities are impairing collaboration, it is likely that roles and relationships weren't clearly defined at the start.

The Contribution of Immediate Outcomes to More Integrated and Systematic Education-Work Transitions

- Has the council developed and does it still support its long-range agenda for improving education-work transitions? How have the council and the community changed since the approval of the long-range agenda?

  Annual report writing time, if this is a regular activity, is a good time to re-evaluate a council's agenda. Other appropriate times are before writing or revising a descriptive brochure, or before writing the portion of a proposal that describes the council's philosophy and function in the community.

- Can the council identify new or expanded education-work activities in which it has played a role (i.e., revisions in vocational education curricula, expansion of cooperative education, job placement for the handicapped, flexible work-site training, guidance and counseling programs, occupational information systems, etc.)?

- Has the council discussed or acted upon linking education-work activities with related programs such as economic development or adult education and training?

- Is the council working to build a regional or statewide collaborative network? Has the council begun to think beyond a strictly local focus and discuss how it can help solve nationwide problems such as youth unemployment, sex stereotyping in vocational education, or career development for the handicapped?

  Local councils can have much more than local influence on education-work policy and activities. Local council officers and staff have testified on youth employment and vocational education problems and solutions in their communities, and made recommendations for national and state action.

- Has the council become an accepted member of the community's organizational and political structure? What does the long-term future of the council appear to be in terms of funding, and individual and community commitment?

- Is there evidence that service organizations are beginning to see education-work transitions in terms broader than their own im-

mediate interest? What evidence is there that organizations considering a collaborative venture seek out the council for assistance?

The answers to these last two questions are critical. The first gets to the heart of collaboration, the beginning of breaking down barriers between institutions, the broadening of sights, the recognition that no one organization or agency can do the whole job. If the answer to the second question is "yes," if others are coming to the council for assistance in developing collaborative activities, your council can be fairly well assured it's doing a credible job in your community.

Of course, not every council can or should answer all of these questions. A lot depends on what approach the council takes, how broad its goals and objectives are, and how long it has been in existence.

These questions have been posed in the context of a council's doing its own ongoing evaluation, primarily because most councils don't have the funds to pay an outside or "third-party" evaluator to look at their council's progress. However an outside viewpoint can be very valuable; obviously most of us tend to look at our own activities in the best possible light, and also are probably too closely involved to be truly objective. One approach to more objective evaluation might be to look for non-council members to ask some of the questions of the community, through their organizations or agencies.

There may, of course, be instances when a funding agency requires an outside evaluation of a particular project it is funding. The funding agency then would usually provide, as part of the project budget, resources for a third-party evaluation, or would arrange for the evaluation separately, out of the funding agency's budget. Specific project evaluation would probably be more stringent than the self-assessment kind of evaluation proposed in this chapter. Such evaluations, however, would of necessity go beyond the individual project, and begin to provide answers to some of the larger questions relating to the status of the council in the community and its effect on collaborative activities. The results of such project evaluations can be very useful parts of a council's overall assessment.

The important thing to remember is the purpose of evaluation, however it is accomplished: to sustain interest on the part of council members and the community by letting people know realistically how the council tries to accomplish its goals and how it is planning future activities based on the knowledge gained about how well it is functioning.

Ultimately, evaluation of collaborative councils is a fluid process,

depending as much on common sense as on neat statistical formulas. But while this kind of evaluation may not please the sensibilities of a satistician, it is nonetheless one of a council's most important — and too often neglected — activities.

APPENDIX A

SAMPLE PROFILES OF LOCAL COLLABORATIVE COUNCILS*

- East Contra Costa Industry-Education Council: Pittsburg, California
- Greater Portland Work-Education Council: Portland, Oregon
- Industry-Education-Labor Council of Rhode Island: Providence, Rhode Island
- Metropolitan Cleveland Jobs Council: Cleveland, Ohio
- Mid-Michigan Community Action Council: Alma, Michigan
- Niagara Frontier Industry Education Council: Lancaster, New York
- School-Business Partnership: Memphis, Tennessee

*These seven profiles are taken from among the 157 profiles of collaborative councils contained in *Industry-Education-Labor Collaboration: A Directory of Collaborative Councils* published by the National Institute for Work and Learning, 1981. These profiles were selected to emphasize the diversity of communities, organization style, membership and leadership, activities, and funding to be found among local councils.

East Contra Costa Industry-Education Council
c/o Pittsburg Unified School District
2000 Railroad Avenue
Pittsburg, CA 94565
Contact Person: Mario Menesini
Title: President
Telephone: (415) 432-4705

1. *Key goals and objectives:* To promote career education programs for all students; to increase employment and training opportunities for the handicapped; and to promote economic education in the classroom.

2. *Organizational features:* Council is a private non-profit corporation, begun in 1978. Governed by a 30-member executive board, composed primarily of industry representatives. Board meets 2-3 times a year. Council is composed of institutional members who designate representatives to attend meetings and participate on task forces. Special project task forces meet quite frequently. Total number of participants is 90 or more each year. No paid staff.

3. *Collaborative characteristics:* Very project-oriented. When a project idea is adopted, executives look for volunteers to help develop and operate it. Strong belief that private industry will respond only to action-oriented projects. Council also operates as a clearinghouse for business/education activities, which frees business people from serving on numerous boards and advisory councils.

4. *Sources of leadership/membership:* Council has institutional memberships from 22 major industries (public relations and personnel executives are most common participants), four Chambers of Commerce, and four school districts. Has labor representation. Except for executive board, membership is very fluid. Council seeks individual expertise for particular projects.

5. *Occupational/vocational education linkages:* Persons representing vocational and career education are among Council's most active participants. Council has assembled persons from vocational education and business to revise and update vocational education curricula and conduct hiring needs assessments. Special efforts for training and placement of handicapped.

6. *Current activities/projects:* Career Incentive Program, in which teams of business and education people talk with high school students about the importance of good work habits and attitudes; a joint federal-state district program to improve the employment and training prospects of mentally handicapped youth, including job placement in the private sector; plant tours and shadowing opportunities; improvement of vocational education curricula; hiring needs assessments; economic education materials and speakers.

7. *Funding characteristics:* Budget is derived from industry donations and state and federal grants and contracts. Handicapped project funded jointly by the state education department, U.S. Department of HHS, and regional school district; Career Incentive Program funded through a Career Education Incentive Act state grant. Industry Education Council of California provides small cash grants.

8. *Service area characteristics:* Council serves four communities in Contra Costa County, California, an area east of San Francisco along the San Joaquin and Sacramento rivers. Except for one agricultural community, the region is heavily industrialized. The largest city, Pittsburg, resembles its Pennsylvania counterpart, being the site of large steel mills. Several large chemical companies (e.g., Dupont and Dow) also are located in the area. All four communities are located on the two rivers. Total population is about 150,000. Unemployment is above the national average and has increased with the recent downturn in the economy.

Greater Portland Work-Education Council
300 Southwest Sixth Avenue
Portland, OR 97204
Contact Person: Carol Stone
Title: Executive Director
Telephone: (503) 248-6885

1. *Key goals and objectives:* To create a forum for the exchange of information and ideas; to develop effective work-education transition policies; to identify and remove barriers to successful transition; and to support existing efforts and stimulate the implementation of new efforts that will help youth make a smooth transition between education and work.

2. *Organizational features:* Formally organized in 1977. Incorporated as a private non-profit corporation in 1978. Membership currently consists of 20 leaders representing education, labor, government, and business. A five-member executive committee provides overall leadership. No other standing committees. Goals are accomplished through special task forces. Full Council meets monthly. Executive committee meets twice a month. Paid staff consists of a full-time executive director and a full-time secretary.

3. *Collaborative characteristics:* Goals are accomplished through Council task forces that are coordinated by the executive director. Task forces have involved Council in career education, economic development, work attitudes, legislation, child labor laws, CETA, and basic education. Emphasis, however, is on program facilitation, not operation.

4. *Sources of leadership/membership:* Group of 12 recognized leaders in work-education field provided impetus for Council's formation. Private sector members come from executive and upper-level management positions. Education representatives include: chairman of Portland Public School Board, the director of district programs for Portland Public Schools, the dirctor of career education and special programs at Hillsboro Union High School, and the director of career and vocational education for the Oregon State Department of Education. Government represented by administrators from the City of Portland, the Human Resources Bureau, the State Employment Division, and the Multnomah County Board of Commissioners. Labor is represented by the area representative of the AFL-CIO, Human Resources and Development Institute, and the Secretary of Laundry and Dry Cleaners Local 107 in Portland. Business representation includes executives from Georgia-Pacific Corporation, IPAR, U.S. Siding and Window, Arthur Anderson Co., and First National Bank.

5. *Occupational/vocational education linkages:* Several Council members represent vocational education. State Department of Career and Vocational Education assisted Council in developing task force recommendations on child labor laws. Membership also overlaps with the Career Education Advisory Council for the Portland Public Schools and the Women in Non-Traditional Careers Program coordinated by Portland Public Schools and the Northwest Regional Educational Laboratory.

6. *Current activities/projects:* Develop a "how-to" manual for establishing work-education councils in other areas of Oregon; task force on work attitudes conducting a sample survey of attitudes of youth toward work and the effect on career ladders; task force conducting a survey of work-based learning opportunities in the Portland SMSA; task force studying child labor laws in Oregon; task force studying proposed legislation regarding work-education issues.

7. *Funding characteristics:* During 1977-80, Council received partial core support funding through its participation in the U.S. DOL-sponsored Work-Education Consortium Project and in 1979-80 from the State of Oregon Governor's CETA grant. Operating budget in 1980: $88,500 plus in-kind staff support. Receives in-kind support from a number of sources including: Northwest Regional Educational Laboratory (NWREL) (support in writing grant proposals and other documents); Human Resources Development Institute, (HRDI); State Department of Career and Vocational Education; and the State Employment Division (assistance with youth unemployment data).

8. *Service area characteristics:* Portland is an industrial city and river port in northwestern Oregon on the Willamette River. Portland's population is approximately 375,200. The SMSA includes Multnomah, Clackamas, and Washington Counties in Oregon, and Clark County in Washington. The SMSA population is approximately 1,091,000. Five industries dominate Portland's manufacturing sector: metal working; food and kindred products; lumber, furniture, and timber products; electronics; and clothing. Organized labor strength in Portland is significant. Youth 16 to 24 account for one-fourth of the state's labor force, but close to one-half of the state's unemployed. Unemployment rate in mid-1980: 7.6 percent in Portland, 5.9 percent in Multnomah and Washington counties.

Industry-Education-Labor Council of Rhode Island
600 Mt. Pleasant Avenue
Providence, RI 02908
Contact Person: Patrick O'Regan
Title: President
Telephone: (401) 456-8108

1. *Key goals and objectives:* To facilitate communication among leaders in industry, labor, government, business, and education by helping each sector translate its needs and resources into terms which the others can understand and respond to. To enhance the efforts of individual leaders in each sector to meet their responsibilties through mutual cooperation.

2. *Organizational features:* Incorporated as a non-profit corporation in June 1977. Membership is open to all private and public sector institutions. Council's 27-person board of directors meets monthly; elects five officers: president, labor vice president, business vice president, secretary, and teasurer. Two committees: personnel and nominating. Council president facilitates and coordinates Council activities. Projects are developed and operated through member institutions. Council is employer of record for selected linkage projects.

3. *Collaborative characteristics:* Basic operating principle is to assist institutional leaders "to achieve their objectives rather than to sell them new objectives." Activities developed on an as-needed/as-feasible basis in response to requests for assistance rather than through formal planning. Focus consistently on multi-sector activities and benefits. Council president acts as "honest broker" by convening meetings and by initiating and testing feasibility of ideas informally. Council assumes direct responsibility only for carefully selected projects requiring neutral sponsorship. Council is one of two non-statutory members of Rhode Island Occupational Information Coordinating Committee (RIOICC).

4. *Sources of leadership/membership:* Council evolved from experience of labor, government, and postsecondary educators in developing academic credit standards and procedures for apprenticeship programs. Council now serves full range of education-work interests of local and state level leaders located in Providence area, with occupational involvement in state-wide meetings and information networking. Board of directors has broad-based, high-level representation: education (secondary and postsecondary), business/industry, organized labor, community-based organizations, and government agencies.

5. *Occupational/vocational education linkages:* Council members include a supervisor of cooperative vocational education and directors of public and private sector skill training programs. Council has close organizational and programmatic ties to RIOICC, state's Bureau of Vocational-Technical-Adult Education, and State Apprenticeship Council. Council sponsors project to design model academic credit procedures for vocational training of out-of-school youth; developed high school cooperative education linkages to apprenticeship programs.

6. *Current activities/projects:* Principal activities: developing communication links among education, training, and employment institutions. Examples: assisting area schools, voc-tech programs, colleges, and CETA offices with design of academic credit procedures; working with labor unions and area colleges on labor studies program development; assisting Governor's CETA office to identify all state and local education and training programs; career counseling project provides information and referrals by telephone and workshops for individuals

and agencies. Council also acts as contractor-of-record for projects most efficiently and suitably sponsored by a neutral, nonprofit organization. Examples: Council is contractor/employer for Rhode Island Occupational Information Coordinating Committee; Council contracts with state's Bureau of Vocational Education on high school/apprenticeship linkage project. The Council assists these projects as needed but exerts no direct policy role.

7. *Funding characteristics:* Core Council functions of convening meetings and brokering communications require modest funding because Council president's time is contributed in-kind by Rhode Island College. Coordinating functions are viewed as inherent in College's community outreach role. State Bureau of Vocational-Technical and Adult Education provides Council with $5,000-6,000 annually for expenses. Budgets for RIOICC and other projects for which Council serves as contractor-of-record are treated as "pass through" funds: the Council derives no financial benefit. Council also uses membership dues: $75 for member institutions, $250 for sponsoring institutions.

8. *Service area characteristics:* Smallest and most densely populated state in the nation, Rhode Island is highly industrialized and has an extensive tourism industry along its 40-mile coastline. Providence (population: 170,000) is the nation's jewelry manufacturing capital and the center of a metropolitan area of about 750,000, accounting for 75 percent of the state's population. Government, higher education, and medical institutions are major employers in the Providence area. A diversified industrial economy is based on machine tools, metalworking, jewelry, electronics, and textiles. Closing of some of the state's major naval facilities caused serious unemployment during the 1970s. Providence SMSA unemployment in mid-1980: 5.9 percent.

Metropolitan Cleveland Jobs Council
1375 Euclid Avenue
Cleveland, OH 44115
Contact Person: Fred Taylor
Title: President
Telephone: (216) 861-6100

1. *Key goals and objectives:* To serve as a business intermediary between the public and private sectors in matters pertaining to employment and training. To close the gap between unemployment and labor market demands using federal and private funds to market, implement, and operate private sector-oriented programs.

2. *Organizational features:* Founded in 1968 and incorporated as a non-profit affiliate of the Greater Cleveland Growth Association, the Chamber of Commerce for the Cleveland area. Council operates independently through an 18-member board of trustees representing business, education, labor, and community organizations. No general membership. Technical "operating committees" are formed to support individual Council programs. Council staff is organized in four departments: administration, research and development, marketing, and program operations. Growth Association is fiscal agent.

3. *Collaborative characteristics:* Council operates demonstration projects and training programs and acts as a catalyst for development of new programs and resources through other community organizations. Emphasis is on private sector employers working in conjunction with schools and public sector training agencies. Council's access to top public and private sector leadership is critical factor in credibility of Council initiatives. "Operating committees" of mostly business technical representatives plan, design, develop, monitor, and assess individual programs.

4. *Sources of leadership/membership:* Key organizational leadership comes from the Greater Cleveland Growth Association. Sponsorship of individual programs by National Alliance of Business (NAB), Cleveland area CETA prime sponsors, and private corporations enables the Council to operate programs. Council chairman is leading local businessperson. HRDI, Cleveland Public Schools, Council for Economic Opportunity have high level representation. Leading employers form majority of Council's board of trustees.

5. *Occupational/vocational education linkages:* In 1976 Council piloted for NAB the Vocational Exploration Program (VEP) for inner city high school youth. Program adopted nationally by U.S. Department of Labor and expanded to include year-round program for in-school youth. Council's Career Guidance Institute (since 1974) provides summer study/internships for school guidance counselors. Speaker's Bureau links business community with junior high school classes to discuss careers and school experiences. Council supervises a program which shares information between industry and all vocational schools in the Greater Cleveland area.

6. *Current activities/projects:* Private funding (including NAB): Career Guidance Institute, Speaker's Bureau, Comprehensive Youth Employment Center (development grant), and matching support for CETA programs. CETA funding: On-the-Job Training, Title VII marketing/promotion, CETA client transition program design and marketing, classroom/vestibule training design and coordina-

tion. Other public funding: ex-offender program, Women in Non-Traditional Employment Program. The Council also serves as a general labor market/employment information resource center for the community.

7. *Funding characteristics:* During FY 80, total Council core budget was $750,000 for staff and expenses in support of subcontractors' contracts (including stipends and training costs) totalling $3.5 million. Greater Cleveland Growth Association provides $55,000 annually for Council's executive office. Program budget: about 80 percent from CETA, 20 percent from foundations, government agencies, and private corporations.

8. *Service area characteristics:* Council service area is coterminous with the local prime sponsors, the cities of Cleveland and Parma and Cuyahoga and Geauga counties. Area population is 1,568,017, with the cities of Cleveland and Parma accounting for 572,532 and 92,578 respectively. Mid-1980 unemployment ranged from 9.1 percent in Cleveland to 8.3 percent area wide. Cleveland is a highly industrialized, ethnically diverse urban core. Major private sector employers: TRW, Eaton, Republic Steel, General Electric, General Motors, Ford, American Greetings, AmeriTrust, Cleveland Clinic, University Hospitals, Ohio Bell Telephone. *Major public employers:* Navy Finance Center, NASA, Cleveland Public Schools, County Welfare Department, and extensive other local, state, and federal agencies.

Mid-Michigan Community Action Council
P.O. Box 102
608 Wright Avenue
Alma, MI 48801
Contact Person: Jean Hutchinson
Title: Executive Director
Telephone: (517) 463-6404

1. *Key goals and objectives:* Since its inception, Council has emphasized four major goals: 1) develop, support, and implement career education initiatives in Gratiot County; 2) promote economic education and awareness within the community and the schools, 3) serve as a forum and catalyst to stimulate communication among those community sectors involved in the school-work transitions of youth; and 4) provide leadership and resource development to promote full employment and economic growth.

2. *Organizational features:* Formally organized in 1974. Adopted by-laws and received non-profit status in 1975. Governed by an 18-member board of directors, with representation from agriculture, business, education, government, industry, labor, and the community. Board members serve voluntarily. Four task forces deal with Council's four specific goals (see above). Secretariat consists of three paid staff: a full-time director, a programming director, and a part-time bookkeeper.

3. *Collaborative characteristics:* Council's development has focused on the identification of transition problems and the implementation of specific projects, activities, and linkages that address these problems. Through direct (membership) and indirect linkages, Council works closely with a number of national, state, and local groups and organizations, including Michigan Departments of Labor and Education, Michigan Employment Security Commission, Michigan Association of Career Educators, the Chamber of Commerce, and local schools.

4. *Sources of leadership/membership:* Local business sector provided impetus for Council's formation. Education representatives include mid- and upper-level administrators from the six county school districts and from Alma College (a private four-year institution). Private sector representatives are drawn from both management and non-management positions. Currently, there is only one representative of organized labor. In addition, Council has membership ties to the Gratiot County Board of Commissioners and the Alma City commission.

5. *Occupational/vocational education linkages:* No direct ties to in-school vocational education programs. Links with vocational education through membership, however.

6. *Current activities/projects:* Dial-a-speaker (volunteer resource clearinghouse); job information day tours; career exchange day (co-sponsored with area Rotary Clubs); high school student dialogue program (cohosted with Chamber of Commerce); efforts to support local economic development activities; and Project TOES (Temporary Odd-Job Employment Service).

7. *Funding characteristics:* During 1977-80, Council received partial core funding through its participation in the U.S. DOL-sponsored Work-Education Consortium Project. On-going financial support presently provided through CETA Title VII monies. Funds for specific projects obtained from a variety of sources, including private donations, the National Alliance of Business, and the Michigan

Department of Labor. Operating budget in 1979-80: approximately $37,000 plus in-kind support. In-kind support: Michigan Employment Security Commission provides free office space, and a local business donates office equipment.

8. *Service area characteristics:* Council serves Gratiot County, a rural county in south central Michigan, with a population of approximately 40,000 persons. Area's largest town is Alma, with a population of 10,000; another 10,000 persons live in five smaller towns. Half the population lives in rural areas, with 90 percent of the county's land used for agriculture. However, only 800 of the 18,000 member work force are involved in agriculture full-time, with farming accounting for approximately nine percent of the county's total income. Non-agricultural employment has declined substantially over the past five years. Mainstays of the area economy continue to be auto-related and petrochemical industries, light manufacturing, service industries, and retail sales. Mid-1980 unemployment rate: approximately 12 percent.

Niagara Frontier Industry Education Council, Inc. (NFIEC)
Two Pleasant Avenue, West
Lancaster, NY 14086
Contact Person: Dorothea W. Stern
Title: Executive Director
Telephone: (716) 686-2032

1. ***Key goals and objectives:*** Overall goal is to link policy-makers and officials from various community sectors in more effective ways to prepare and train young people to become productive working members of society. More specifically, NFIEC aims to: 1) provide direction and resources for teachers in grades K-12; 2) promote an awareness among students and parents of the full spectrum of career education activities; 3) promote a better understanding in the community of the needs and concerns of educators; 4) provide opportunities for business, government, and labor leaders to meet with area education personnel.

2. ***Organizational features:*** Organized in 1973. Incorporated in 1974. Governed by a 25-member board of directors composed of representatives from education, business, labor, and government. Executive director provides overall leadership for Council activities. A seven-member executive committee meets every month. Paid staff consists of an executive director and a secretary.

3. ***Collaborative characteristics:*** Council operates specific programs designed to achieve its overall objectives. In addition, board membership overlaps with a number of groups, including local public schools, the Buffalo Area Chamber of Commerce, and the New York State Department of Labor.

4. ***Sources of leadership/membership:*** Buffalo Chamber of Commerce and the Erie County Board of Cooperative Educational Services (BOCES) provided impetus for Council's formation. Private sector members normally are from executive-level and upper-level management positions. Education representatives include superintendents of local school systems and an administrator from a private postsecondary institution. Government repreentatives include an administrator from the New York State Department of Labor and the director of Employment and Training Services for Erie County. Currently, there is one representative from organized labor.

5. ***Occupational/vocational education linkages:*** Nineteen secondary schools and five colleges are active members of the Council. NFIEC's office is located in the BOCES and serves on a BOCES vocational education advisory board. It has direct links with all vocational education programs. Council coordinates occupational awareness workshops which provide teachers with "first-hand" exposure to work environments. Council also has facilitated the development of a student shadow program and has helped two students attend a management training camp sponsored by the American Management Association.

6. ***Current activities/projects:*** Shadow program; career planning guide; seminar for guidance counselors; occupational awareness workshop; business leaders' seminar; economic education courses for educators; school career days; directory of speakers available to the classroom teacher; community breakfast meetings; teacher exchange; and executive exchange.

7. *Funding characteristics:* Funding is currently achieved through annual membership fees to schools and businesses. During 1977-80, Council received partial funding through its participation in the U.S. DOL-sponsored Work-Education Consortium Project. Operating budget in 1979-80: approximtely $27,500 plus in-kind service. Office space is donated by the Erie County Board of Cooperative Educational Services (BOCES).

8. *Service area characteristics:* Council serves Erie County, an area in western New York State, bordered by Lake Erie and Ontario, Canada. Buffalo is the second largest city in the state. The county has a population of approximately one million, with approximately 462,000 persons residing within the city of Buffalo. Primary industries are manufacturing, trade, services, government, and port activities. The area economy is declining due to a consistent loss of industry in the Buffalo metropolitan area. Unemployment is approximately 10.7 percent.

School and Business Partnership
Memphis City School System
2597 Avery Avenue
Memphis, TN 38112
Contact Person: Dr. W.W. Herenton
Title: Superintendent
Telephone: (901) 454-5200

1. *Key goals and objectives:* To assist the Memphis City School System in developing relationships with the community for the purpose of improving the quality of the system's programs and administration. To be a forum for communication and problem-solving by top-level private sector and school system leaders.

2. *Organizational features:* Organized informally in 1977 as a 15-member leadership discussion group. Reconstituted on a more formal basis in 1978 with 35 business, civic, and religious leaders. Chairperson is only officer. No committees, by-laws, staff, or budget. Meets intermittently: frequently when new initiatives are being planned, infrequently once strategies are developed and being implemented. Since 1978-79, programmatic leadership has been delegated to three business/community service organizations informally affiliated with the Partnership.

3. *Collaborative characteristics:* The Partnership Group acts as a strategy/policy council on community involvement with the schools. Superintendent works with chief executive officers and other top business leaders, some political and community civic and religious leaders. Focus is on problems affecting elementary and secondary public education. Partnership members assume responsibility for identifying agencies and staff to follow through at program level.

4. *Sources of leadership/membership:* Partnership Group was initiated by superintendent. Prestigious business members are core leadership for involvement of wider business and volunteer organizations. Rotary Club and Future Memphis Inc. are main sources of formal business leadership resulting from Partnership initiatives. The Volunteer Center, a United Way agency, markets and coordinates corporate and community participation in the Adopt-A-School Program.

5. *Occupational/vocational education linkages:* No formal connections exist between Partnership activities and vocational training programs. However, most programmatic volunteer services through the Adopt-A-School program are oriented toward career education. Many Partnership corporations also participate in the system's cooperative vocational education program and the vocational-technical education craft advisory committees.

6. *Current activities/projects:* Partnership activities are categorized by three program sponsors: Rotary Club, Future Memphis Inc., and the Adopt-A-School Program co-sponsored by the school system and the Volunteer Center of Memphis. Rotary Club activities with the public schools are structured around nine committees and task forces: 1) low academic achievement, 2) public relations, 3) desegregation/pupil assignment, 4) declining enrollment, 5) intergovernmental relations, 6) inadequate financing, 7) vocational readiness, 8) student recognition, and 9) personnel performance appraisal. Future Memphis Inc. provides administrative and business operations expertise to the school system through the Business Operations Assistance Program, reviewing and recommending procedures in areas such as budget control, internal audit, insurance review, invest-

ment planning, maintenance, and personnel. The Volunteer Center co-sponsors and coordinates the Adopt-A-School Program initiated in 1979: 50 of the system's 179 schools were "adopted" by 42 corporations, churches, and civil organizations during 1979-80. During 1981 the Partnership will oversee implementation of the public school participation in the four-city Jobs for America's Graduates demonstration program supported by the Rockefeller Foundation.

7. *Funding characteristics:* The Partnership has no budget. All services from the community are provided in-kind. Memphis Public Schools provides coordinating and support services as part of its normal educational program.

8. *Service area characteristics:* Memphis is the nation's 14th largest city, population: 645,000. It is a major agricultural processing, financial, commercial, transportation, and cultural center for the mid-south. National corporate headquarters in Memphis include: Plough Pharmaceuticals, Federal Express, Holiday Inns. State and local government and education institutions are major public sector employers. Public school system enrollments (1980): 108,000, about 75 percent black. About 25,000 white students in private schools.

APPENDIX B

OTHER HANDBOOKS AND RESOURCES

Handbooks for Collaborative Councils

Each of the handbooks listed below provides a different perspective on organizing local industry-education-labor collaboration.

A few of these handbooks contain "model" by-laws. Councils anticipating incorporation should be aware that each state sets its own requirements for incorporation of non-profit organizations. While formats and content for by-laws are roughly similar across states, it is a good idea to check with other local collaborative councils (especially one you admire), other non-profit organizations, and a knowledgeable attorney in your state.

- ***Building Rural Linkages: A Guide for Work-Education Councils***, by Mary A. Agria, 1981, 50 pages. Order from:

  Mid-Michigan Community Action Council
  P.O. Box 102
  Alma, Michigan 48801
  Phone: (517) 463-6404

- ***Community Education/Work Collaboration: A Massachusetts Perspective***, by Thomas McClain and Richard Sockol, January 1978, 76 pages. Order from:

  Institute for Governmental Services
  University of Massachusetts
  Amherst, Massachusetts 01003
  Phone: (413) 545-0001

- ***Industry-Education Councils: A Handbook***, by the National Association for Industry-Education Cooperation, n.d., 28 pages. Order from:

  National Association for Industry-Education
  Cooperation (NAIEC)
  235 Hendricks Boulevard
  Buffalo, New York 14226
  Phone: (716) 833-6346

- ***Local Council Handbook***, by the Industry Education Council of California, n.d., 100 pages. Order from:

  Industry Education Council of California (IECC)
  1575 Old Bayshore Highway
  Burlingame, California 94010
  Phone: (415) 697-4311

- ***People Working Together: Handbook on Work Education Councils,*** by the Greater Portland Work Education Council, June 1980, 61 pages. Order from:

  National Work-Education Consortium
  1211 Connecticut Avenue, N.W.
  Suite 301
  Washington, D.C. 20036
  Phone: (202) 887-6800

Related Resources

Listed below are a few additional "hands on" publications with practical information for local councils.

- ***Baltimore's Adopt-A-School Program: A Fruitful Alliance of Business and Schools,*** by Otto F. Kraushaar, July 1978, 88 pages. Describes the Baltimore program and specific school-company "adoptions." Describes the setting for career education in Baltimore, appraises outcomes and points to further opportunities. Order from:

  Greater Baltimore Committee Inc.
  Suite 900
  2 Hopkins Plaza
  Baltimore, Maryland 21201
  Phone: (301) 727-2820

- ***The Business Community and the Public Schools: A Dynamic Partnership,*** 1979, 42 pages. Describes in concise detail the practices and conceptual organization of the Dallas business-school partnership program. Written as a guide for other communities. Order from:

  Dallas Chamber of Commerce
  Education Department
  1507 Pacific Avenue
  Dallas, Texas 75201

- ***Business-School Partnerships: A Plus for Kids,*** 1980, 82 pages. A combination "how-to" book on councils and handbook on a broad sweep of business-education ideas published as a "special report" from the National School Public Relations Association. Order from:

  National School Public Relations Association
  1801 North Moore Street
  Arlington, Virginia 22209
  Phone: (703) 528-5840

- ***A Charter for Improved Rural Youth Transition,*** July 1978, 74 pages, prepared by rural councils of the National Work-Education Consortium and the National Institute for Work and Learning. The charter describes over 40 action ideas designed to alleviate education-work problems especially characteristic of rural areas. Order from:

National Institute for Work and Learning
Suite 301
1211 Connecticut Avenue, NW
Washington, D.C. 20036
Phone: (202) 887-6800

- ***Collaborative Programs in Urban Schools: Case Studies,*** July 1980, 137 pages, by the National Urban Coalition, examines exemplary collaborative school-community programs in Dallas, Detroit, Los Angeles, and Philadelphia. Order from:

  The National Urban Coalition
  1201 Connecticut Avenue, NW
  Washington, D.C. 20036
  Phone: (202) 331-2400

- ***Education and Work Councils: Progress and Problems,*** 1980, 112 pages, and ***Education and Work Councils: Four Case Studies,*** 1981,128 pages, both by Audrey Prager and other researchers at Abt Associates. These volumes report the findings of a formal evaluation of the Work-Education Consortium Project. Order from:

  Abt Associates
  55 Wheeler Street
  Cambridge, Massachusetts 02138
  Phone: (617) 492-7100

- ***Industry-Education-Labor Collaboration: A Directory of Collaborative Councils,*** 1981, 346 pages, and ***Industry-Education-Labor Collaboration: The Literature of Collaborative Councils,*** 1981, 168 pages, by the National Institute for Work and Learning. The ***Directory*** contains two-page profiles (such as those in Appendix A) of over 150 collaborative councils. The ***Literature*** contains descriptions of over 200 publications dealing with collaborative councils and the context for collaboration. Order from:

  National Institute for Work and Learning
  1211 Connecticut Avenue, N.W.
  Suite 300
  Washington, D.c. 20036
  Phone: (202) 887-6800

- ***Labor and Career Education: Ideas for Action,*** by Nicholas J. Topougis, 1979, 95 pages. The outgrowth of Akron, Ohio's exemplary efforts to involve organized labor in public education activities. Order from:

  Superintendent of Documents
  U.S. Government Printing Office
  Washington, D.C. 20402

- ***Partnerships for the 80's: Business and Education,*** by the National School Volunteer Program, 1981, 59 pages. Describes 24 local programs requiring active partnership between school districts and business volunteers. Each is described in a two-page profile. Order from:

  National School Volunteer Program
  300 N. Washington Street
  Alexandria, Virginia 22314
  Phone: (703) 836-4880

The references listed below are for readers with a special interest in higher education collaborative activities with business/industry and labor:

- ***Building New Alliances: Labor Unions and Higher Education,*** 1980, 108 pages. Edited by Hal Stack and Carroll M. Hutton with eight articles describing issues, needs, and effective programs. Order from:

  Jossey-Bass Inc., Publishers
  433 California Street
  San Francisco, California 94104
  Phone: (415) 433-1740

- ***Business and Higher Education: Towards New Alliances,*** 1981, 120 pages. Edited by Gerard G. Gold with seven articles describing issues, needs, and effective programs. Order from:

  Jossey-Bass Inc., Publishers
  433 California Street
  San Francisco, California 94104
  Phone: (415) 433-1740

- ***It's Your Business: Cooperative Efforts Between Community Colleges and Business/Industry,*** June 1980, 64 pages, edited by Mildred Bulpitt and Judith Kaderlik Lohff. This is a compilation of collaborative programs organized by the 17 members of the League for Innovation in the Community College. Order from:

  The League for Innovation in the Community College
  100 Glendon Avenue Westwood Center
  Suite 925
  Los Angeles, California 90024
  Phone: (213) 479-3941

- ***Sharing Resources, Postsecondary Education and Industry Cooperation,*** by Catherine Warmbrod, 1981. Describes 219 collaborative programs nationwide. Order from:

  National Center for Research in Vocational Education
  The Ohio State University
  1960 Kenny Road
  Columbus, Ohio 43210
  Phone: (614) 486-3655

Finally, listed below are two "classics" which have been the conceptual source of many industry-education-labor and work-education councils:

- ***The Boundless Resource: A Prospectus for an Education/Work Policy,*** by Willard Wirtz and the National Manpower Institute, 1975. Order from:

  The National Institute for Work and Learning
  Suite 301
  1211 Connecticut Avenue, N.W.
  Washington, D.C. 20036
  Phone: (202) 887-6800

- ***Volunteer Industry Involvement in Public Education,*** by Samuel M. Burt and Leon W. Lessinger, 1970. Published by Heath-Lexington Books of Lexington, Massachusetts. Out of print. Check university libaries.

APPENDIX C

FUNDING INFORMATION SOURCES

Start with the people in your own community who already have the expertise and contacts. Program directors and the state and federal liaison staff of larger school systems, colleges, universities, and CETA agencies can be especially helpful. Who in your area has demonstrated success in securing project funds for local educational, government, and non-profit organizations?

The standard reference publications listed below normally are available at university and college libraries.

Federal Government Publications:

- *Catalogue of Federal Domestic Assistance* — detailed descriptions of all federal grant-in aid programs. The "bible" of federal gransmanship.
- *Federal Register* — publishes all new federal regulations and announces grant competitions.
- *Commerce Business Daily* — lists all contract opportunities to provide goods and services to the federal government.

Available from:
Superintendent of Documents
U.S. Government Printing Office
Washington, D.C. 20402

When working with these documents and with local, state, and federal agency officials, there is no substitute for direct familiarity with the relevant legislation as a starting point. The federal Vocational Education Act and the Comprehensive Employment and Training Act frequently have been sources of governmental financial assistance to councils and their projects.

But readers should be aware that the vast bulk of these funds are channelled through state and local education and employment and training agencies. State and local agencies may use their federal funds to sponsor or co-sponsor local council development.

Sources of federal funds most clearly linked to collaborative council purposes are:

- *Vocational Education Act of 1963 (P.L. 94-482)* as amended. Subpart 3, Program Improvement and Supportive Services, as well as Subpart 2, the basic grant to the states, encourage the active involvement of business and industry at numerous points.
- *Comprehensive Employment and Training Act of 1973 (P.L. 95-524)* as amended. Title II, Comprehensive Employment and Training Services, provides state Governors with discretionary funds for supplementary vocational education assistance ("6 percent monies"), for encouraging coordination and establishing linkages between CETA prime sponsors, education agencies, and other institutions ("1 percent linkage monies"), and for coordination and special services ("4 percent monies").
  Title IV, Youth Programs, encourages CETA prime sponsor agencies to work with labor organizations, educational agencies and institutions, business organizations, and others.

Title VII, Private Sector Opportunities for the Economically Disadvantaged, establishes local Private Industry Councils with a very wide range of options related to support of private sector involvement.

- *Career Education Incentive Act of 1977 (P.L. 95-207).* The entire act, with special emphasis in Section 8, Use of Funds, encourages state and local education agency support of collaborative relationships.

Foundation-related Publications

- *Taft Foundation Reporter*
- *Corporate Foundation Directory*

  Available from:
  The Taft Corporation
  1025 Vermont Avenue, N.W.
  Washington, D.C. 20005

- *The Foundation Directory* and other reference books
- *What Makes a Good Proposal* and other council brochures

  Available from
  The Foundation Center
  888 Seventh Avenue
  New York, New York 10019
  Phone: 800-424-9836

- *Foundation News* published bimonthly by:

  The Council on Foundations, Inc.
  1828 L Street, N.W.
  Washington, D.C. 20036

Grantsmanship:

- *The Grantsmanship Center News* is published six times a year by:

  The Grantsmanship Center
  1031 South Grand Avenue
  Los Angeles, California 90015

  Washington Bureau:
  719 Eighth Street, S.E., Third Floor
  Washington, D.C. 20003

  The Grantsmanship Center also conducts training programs, seminars, and has other technical assistance materials.

- *Resource Directory for the Funding and Managing of Non-Profit Organizations* is a valuable, free reference guide. Obtain from:

  The Edna McConnell Clark Foundation
  250 Park Avenue
  New York, New York 10017

APPENDIX D

GUIDE TO ORGANIZATIONS INVOLVED IN COLLABORATIVE ACTIVITIES

National Membership Organizations:

Two national organizations advocate the formation of locally-initiated collaborative councils. Both organizations have annual conferences and relevant publications and offer technical assistance services.

- National Association for Industry-Education Cooperation
  235 Hendricks Boulevard
  Buffalo, New York 14226
  Phone: (716) 883-6346

- National Work-Education Consortium
  1211 Connecticut Avenue, N.W.
  Suite 301
  Washington, D.C. 20036
  Phone: (202) 887-6800

Business Organizations:

Three business organizations have published particularly useful directories:

- Chamber of Commerce of the United States
  BEE Clearinghouse
  Public Affairs Department
  1615 H Street, N.W.
  Washington, D.C. 20062
  Phone: (202) 659-6152

  Publication: *Contact: A Directory of Business and Economic Programs*, 1980, 129 pages.

- National Association of Manufacturers
  Education Services
  Communications Division
  1776 F Street, N.W.
  Washington, D.C. 20006
  Phone: (202) 331-3700

  Publication: *Economic Education Programs and Resources Directory*, Second edition, 1978, 38 pages.

- Standard Oil Company (Indiana)
  Public and Government Affairs
  200 East Randolph Drive
  Chicago, Illinois 60601
  Phone: (312) 856-4749

  Publication: ***Organizations Providing Business and Economic Education Information,*** January 1979, 200 pages. (Also available through ERIC.)

A fourth business organization with continuing involvement in economic education and related issues is:

- The National Federation of Independent Business
  Education Department
  150 West 20th Avenue
  San Mateo, California 94403
  Phone: (415) 341-7441

Labor Organizations:

Some of the programs listed in the directories above involve labor as well as business/industry organizations. But no similar comprehensive directories are available listing programs involving organized labor with education. Interested readers may request further information from the following organizations:

- AFL-CIO Department of Education
  815 16th Street, N.W.
  Washington, D.C. 20006
  Phone: (2020) 637-5000

  The AFL-CIO pubishes a newsletter, ***Education Update,*** and a list of "Education Directors and Representatives, National and International Unions." These are available to responsible representatives of interested organizations. Also, the annual ***Organizations Affiliated with the American Federation of Labor and Congress of Industrial Organizations*** includes contact information for local and state central labor councils and other union offices.

- AFL-CIO Human Resources Development Institute (HRDI)
  815 16th Street, N.W.
  Washington, D.C. 20006
  Phone: (202) 638-3912

  HRDI, formed in 1968 as the manpower development arm of the AFL-CIO, has six regional directors and 33 area representatives stationed throughout the country. The national headquarters distributes a directory.

- UAW Education Department
  Solidarity House
  8000 E. Jefferson
  Detroit, Michigan 48214
  Phone: (313) 926-5000

  The UAW's "Directory of UAW Officers, Regional and Sub-Regional Offices" is available to responsible representatives of interested organizations.

Multi-sector Directories:

Two other directories describe non-profit advocacy, service, and research organizations involved in multi-sector education, training, and employment issues.

- The Corporation for Public/Private Ventures
  1726 Cherry Street
  Philadelphia, Pennsylvania 19103
  Phone: (215) 564-4815

  Publication: ***Youth Unemployment: Who's Doing What? A Guide to National Organizations Engaged in Youth Employment and Training Activities***, 1980, 80 pages.

- Interamerica Research Associates, Inc.
  155 Wilson Boulevard
  Suite 600
  Rosslyn, Virginia 22209
  Phone: (703) 522-0870

  Publication: ***Directory: Representatives of Community Based Organizations Serving as Contacts for State Coordinators of Career Education***, 1980, 224 pages.

Private Industry Councils:

For information about business, labor, and education involvement in local and state Private Industry Councils, contact the following organizations;

- Private Sector Initiative Program
  (PSIP) Clearinghouse
  National Alliance of Business
  1015 15th Street, N.W.
  Washington, D.C. 20005
  Phone: (202) 457-0040

- National Association of Private Industry Councils
  1015 15th Street, N.W.
  Washington, D.C. 20005
  Phone: (202) 223-5640

Advisory Councils:

For information about business, labor, and education involvement in local and state vocational and career education advisory committees (and "action councils") contact the following councils:

- National Advisory Council on Vocational Education
  425 13th Street, N.W.
  Washington, D.C. 20004
  Phone: (202) 376-8873

- National Advisory Council on Career Education
  c/o U.S. Department of Education
  Division of Career Education
  7th and D Streets, S.W.
  Room 3100
  Washington, D.C. 20202
  Phone: (202) 245-2284

Clearinghouses

Publications and articles on industry-education-labor collaboration and local councils are also included among the compilations prepared and disseminated by the 16 educational clearinghouses. Access to information from all clearinghouses is most readily available at university and other libraries subscribing to the ERIC microfiche collection. On-line bibliographic searches are offered by commercial vendors. For more information contact:

- ERIC Clearinghouse on
  Adult, Career, and Vocational Education
  The National Center for Research in Vocational Education (NCRVE)
  The Ohio State University
  1960 Kenny Road
  Columbus, Ohio 43210
  Phone: (614) 486-3655 or (800) 848-4815

  NCRVE's own publication series, ***Resources in Vocational Education*** includes resumes of projects initiated through state vocational education programs.

APPENDIX E

NEWSLETTERS

American Education

Published ten times yearly by the U.S. Department of Education to highlight educational programs of special merit throughout the nation. Frequently includes articles demonstrating effective education-community involvements. Subscription information is available from:

American Education
Superintendent of Documents
U.S. Government Printing Office
Washington, D. 20402

Centergram

Published monthly as a report on current activities and publications of the National Center for Research in Vocational Education. Periodically features projects involving business, industry, and labor in vocational and career education and community-wide career development. Available free from:

The National Center for Research in Vocational Education
The Ohio State University
1960 Kenny Road
Columbus, Ohio 43210

Citizen Action in Education

Published three times a year by the Institute for Responsive Education. Focuses on community and citizen involvement action in education and community development activities. Subscription information is available from:

Institute for Responsive Education
704 Commonwealth Avenue
Boston, Massachusetts 02215

Education and Work

This bi-weekly publication reports on all aspects of the school-to-work transition and youth employment. It covers CETA youth programs, career education, work-study, cooperative education, and vocational education, as well as private sector programs, and includes information on funding, legislation, policy, and innovative ideas. Subscription information is available from:

Capitol Publications, Inc.
1300 North 17th Street
Suite 1600
Arlington, Virginia 22209

Education Update

The AFL-CIO publishes a quarterly newsletter directed to union educational directors, career/vocational and adult educators, labor study centers, and other organizations interested and involved in adult and labor education and youth transition. Subscriptions are available only through organizational affiliation. Further information may be obtained from:

AFL-CIO Department of Education
815 16th Street, N.W.
Washington, D.C. 20006

Manpower and Vocational Education Weekly

This weekly publication focuses on news in the areas of vocational education, CETA, manpower programs, and career education and monitors the activities of related federal agencies. Subscription information is available from:

Capitol Publications, Inc.
1300 North 17th Street
Suite 1600
Arlington, Virginia 22209

NAIEC Newsletter

Published six times a year by the National Association for Industry-Education Cooperation (NAIEC). Carries information on publications, meetings, and legislation relating to the coordination of education with the business, labor, government, and professional sectors. Subscription information may be obtained from:

Dr. Thomas W. McClain
Editor, *NAIEC Newsletter*
c/o Institute for Governmental Services
University of Massachusetts
Middlesex House
Amherst, Massachusetts 01003

PSIP Clearinghouse Showcase

This is a monthly digest of employment and training programs for business and industry published by the National Alliance of Business. Subscription information is available from:

Showcase Editor
PSIP Clearinghouse
National Alliance of Business
1015 15th Street, N.W.
Washington, D.C. 20005

Update

Published monthly by the American Vocational Association with articles on current political and other national events affecting vocational education, reports on current research, and news of AVA activities. Subscription information is available from:

Update Editor
American Vocational Association
2020 North 14th Street
Arlington, Virginia 22201

Work and Training News

Published monthly by the National Urban Coalition, this newsletter carries information on employment and training developments of interest to community, business, and government leaders. It also describes innovative employment programs and activities at the local level. Available free from:

National Urban Coalition
1201 Connecticut Avenue, N.W.
Suite 400
Washington, D.C. 20036

You and Youth

This monthly newsletter, published by the Vocational Foundation, Inc., reports on programs and pilot projects in employment, training, and the transtion from school to work. The newsletter includes articles on how businesses can become involved and offers case studies of employers active in education and training programs. Subscription information is available from:

Editor, *You and Youth*
Vocational Foundation, Inc.
44 East 23rd Street
New York, New York 10010

Youth Alternatives

This newsletter is published monthly by the National Youth Work Allliance, a nonprofit educational organization dedicated to the development of a variety of social services for youth. The newsletter publishes articles on issues, events, and activities that affect youth and youth workers. For subscription information, write:

National Youth Work Alliance
Publications Office, Room 502
1346 Connecticut Avenue, N.W.
Washington, D.C. 20036

Youth Employment News: Focus on the Great Cities

Published monthly by the Youth Employment Assistance Project of the Council of Great City Schools. Includes items of national news, conferences, and publications as well as reports on youth transition programs of urban school districts. Available free from:

Youth Employment Assistance Project
Council of the Great City Schools
1707 H Street, N.W.
Washington, D.C. 20006

Youth Policy

This monthly newsletter of the Youth Policy Institute reports on federal government activities that affect youth. The newsletter includes listings and status of pending legislation, listings of federal programs and requests for proposals under those programs, and a calendar of events. Subscription information is available from:

Youth Policy Institute
917 G Place, N.W.
Washington, D.C. 20001

The National Institute for Work and Learning (formerly the National Manpower Institute) is a private, not-for-profit, policy research and demonstration organization established in Washington,D.C. in 1971. NIWL is concerned with encouraging public and private sector policies and practices that contribute to the "fullest and best use of the life experience"; with eliminating artificial time-traps which segment life into youth for schooling, adulthood for working, and the rest of life for obsolescence; and with a more rational integration of education, employment and training, and economic policy.

The officers of the National Institute for Work and Learning are:

Willard Wirtz, Chairman, Board of Trustees
Archie E. Lapointe, President
Paul E. Barton, Vice President for Planning and Policy Development

Industry-Education-Labor Collaboration Project Panel of Experts:

Joseph M. Bertotti: Professor, College of Business Administration, University of South Florida
Gene Bottoms: Executive Director, American Vocational Association
George Carson: Executive Director, Vocational Foundation, Inc.
Joseph M. Cronin: President, Massachusetts Higher Education Assistance Corporation, Boston, Massachusetts
Robert E. Forbes: Executive Assistant to the President, Metropolitan Detroit AFL-CIO
Joseph G. Freund: Associate State Superintendent, Office of Vocational Education, State of Georgia Department of Education
Leon Hardiman: Manager, Affirmative Action Programs, Chrysler Corporation
Gloria T. Johnson: Director, Education and Women's Activities, International Union of Electrical, Radio and Machine Workers
Raymond C. Parrott: Executive Director, National Advisory Council on Vocational Education
Robert R. Reiter: Technical Services Manager, Waukesha Engine Division of Dresser Industries, Inc., Waukesha, Wisconsin
Arthur D. Shy: Administrator of Education Programs, United Auto Workers
Robert J. Ullery: Industry-Education Coordinator, New York State Education Department
Henry D. Weiss: Executive Vice President, Industry Education Council of California
James E. Wenneker: President, Wenneker Management Corporation, Lexington, Kentucky
Joan Wills: Director, Employment and Vocational Training Programs, National Governors' Association
Roger Yarrington: Vice President, American Association of Community and Junior Colleges

David H. Pritchard, Program Officer at the Office of Vocational and Adult Education, U.S. Education Department, serves as the Project Officer for the Industry-Education-Labor Collaboration Project.